manpower

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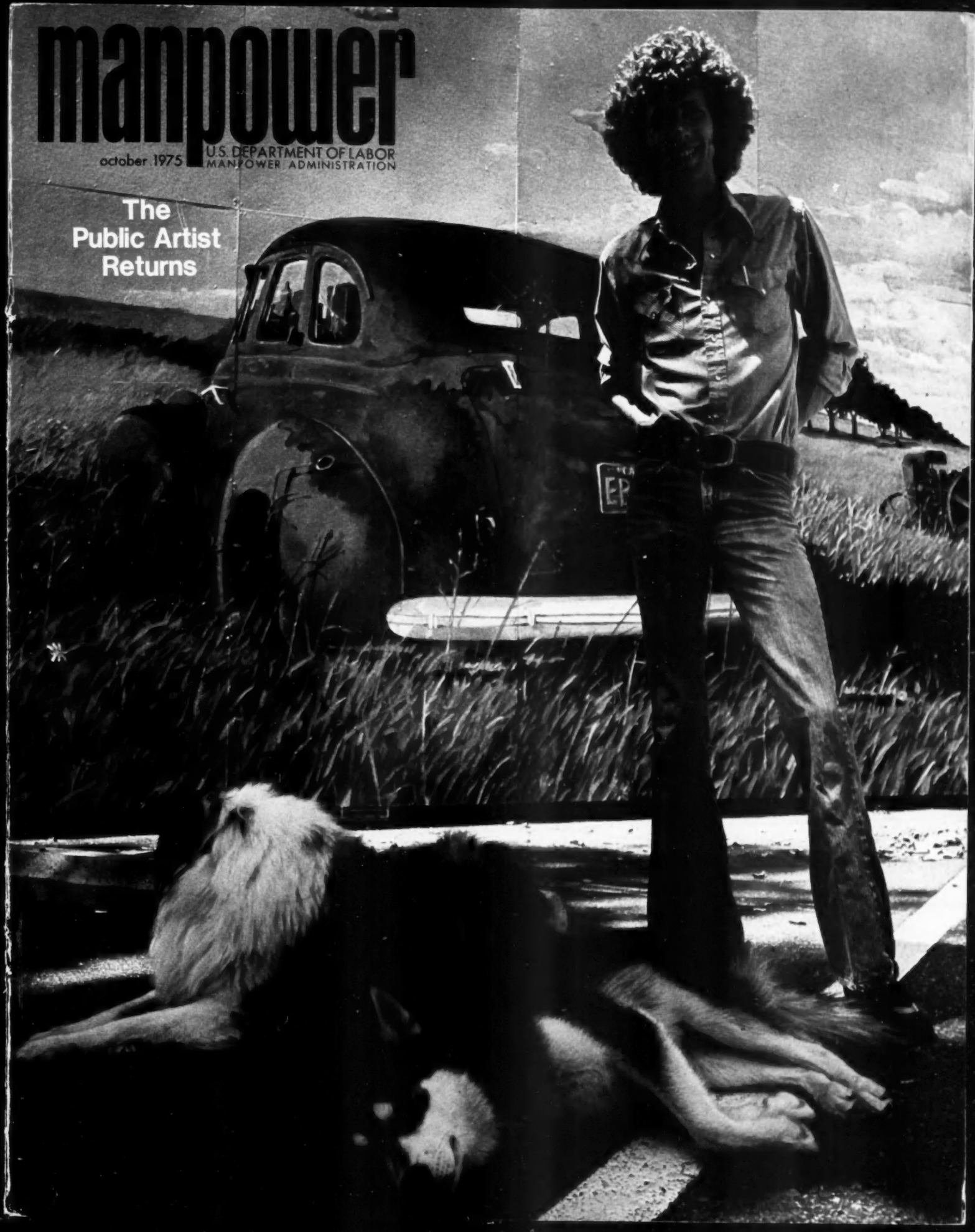
MANPOWER ADMINISTRATION

The Public Artist Returns



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A Niche for Para Plus Legal

At one time not so very long ago the word "para" was heard most frequently when followed immediately by "chutist" and there was no doubt about what the combination meant. But life is more complicated today and so are the paras.

Take for instance the brand new linking of "para" wth "legal": paralegal. Now, there's a word not to be found in *Webster's New World Dictionary of the American Language*, nor in any other dictionary close at hand, including the U.S. Employment Service's *Dictionary of Occupational Titles* (DOT).

However, it's safe to say that etymologists, philologists, and other card-carrying word experts, are probably concerning themselves right now with the emergence of paralegal, preparing a niche for the word in *Webster's* and elsewhere. Mindful not to be left behind on the lexicological track, Manpower Administration occupational analysts are even now writing a description of paralegal for the DOT. Obviously, the word is here to stay.

Meanwhile, readers of MANPOWER may turn to page 11 for a definition of para plus legal.

When paralegal finally takes its rightful place in the *Dictionary of Occupational Titles*, it will be among paraprofessional job names, all longer established, but not all well-known. Among the less familiar professional job titles is respiratory therapist, which was listed as inhalation therapist when first included in the DOT in 1965.

While respiratory therapist may not be the kind of title that inspires thoughts of doing great things on the health scene, the job itself does promise more than a modicum of the intoxicating elixir of success as a paraprofessional.

The Job Corps training of respiratory therapists is explored in an article (page 26) by Sharyn Duffin, a new contributor to MANPOWER. Ms. Duffin is a story in herself. She is black, blind, and works from a wheelchair.

Walter Wood

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COVER: John Wehrle, San Francisco artist hired with CETA funds, stands in front of his mural in Golden Gate Park. Photo by Stephen Castagnetto.

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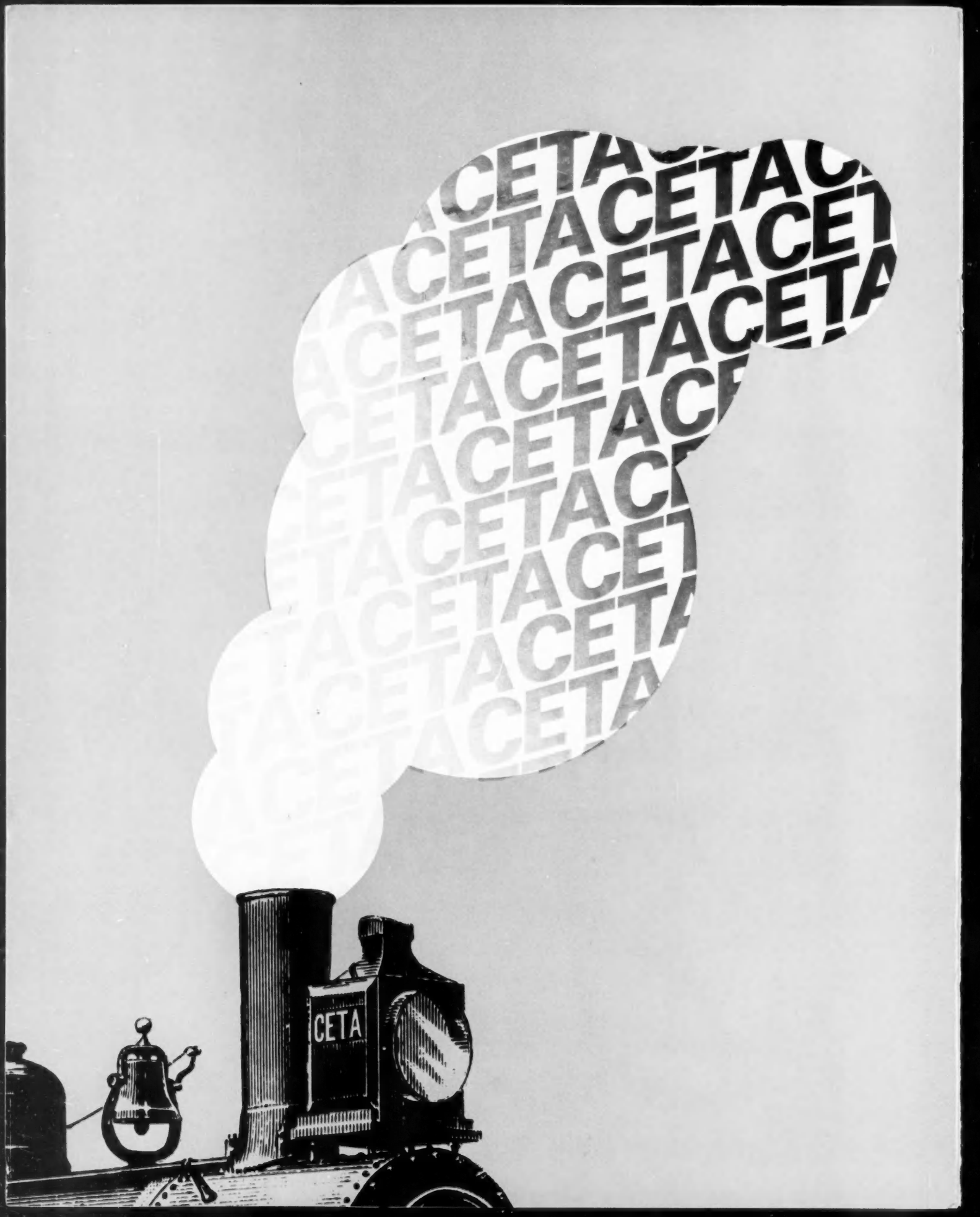
CETA

Getting Up Steam for the CETA Express

by B. Kimball Baker

It was easy to tell when the oldtime steam locomotive had a full head of steam. The stoker and the engineer would keep their eyes on the needle of the main steam gage, and when it hit the required level, they would signal the hissing but stately departure of their iron monster. If the pressure was too low, it was time to put more wood or coal into the boilers.

Gaging the amount of steam of the varied programs under the Comprehensive Employment and Training Act (CETA) of 1973 is a lot harder, since the indicators are greater in number, less certain in effect, and not as susceptible to easy correction. However, the U.S. Department of Labor's Manpower Administration (MA), which is responsible for technical assistance to the 433 CETA prime sponsors (up from 403 in fiscal year 1975), is measuring CETA in recent analysis and evaluation of initial manpower planning and operations under the act.

There are solid signs that, after its first year of operation, CETA is well on the way toward its objectives—to establish a flexible, decentralized system of Federal, State, and local manpower activities in place of the former system of nationally directed and locally unresponsive Federal categorical programs.

Nearly One Million Got Jobs or Training

In the first three quarters of fiscal year 1975, nearly a million Americans received jobs or training through CETA. More than 670,000 had been enrolled in skill training, work experience, and other activities under title I, which provides financial assistance for comprehensive manpower services. Nearly 280,000 had been hired for public service jobs under the applicable titles of the act (II and VI). Another 50,000 had public service jobs under the Emergency Employment Act. Ninety percent of all title I prime sponsors received prompt grant renewal for fiscal year 1976, and the other 10 percent have submitted plans for bringing their performance to acceptable levels.

Assistant Secretary of Labor William H. Kolberg says, "The bare figures alone demonstrate that CETA has performed reasonably well, particularly in helping the Nation through a period of severe recession. There's a long way to go, of course, but shifting the primary responsibility for manpower programs from Washington, D.C., to State and local governments has been no small accomplishment."

Evaluating where prime sponsors have been under CETA and where they can and should be reasonably expected to go is a multifaceted task. One part of the overall evaluation effort is studying a national sample of CETA sponsors to obtain systematic information on how State and local governments are using their new authority to plan and manage manpower programs. Another part, the Continuous Longitudinal Manpower Survey conducted through the Bureau of the Census, is tracking a national sample of participants in the decentralized program, primarily to determine the impact of participation on their earnings. A third part is gathering information on costs of CETA activities to enable cost effectiveness analyses. There are also periodic operational assessments of CETA conducted by MA's Office of Community Manpower Programs (OCMP), and there is a recent OCMP analysis of CETA data, which was just published in the OCMP publication, *Interchange*.

Roberts T. Jones, OCMP director, says "I think what this analysis indicates most clearly is that local sponsors, despite dire predictions that they would be unable to run manpower programs effectively, have learned from the mistakes of inexperience and generally have done very well."

Three Target Groups Present Problems

Before highlighting the findings of the first evaluation study of the national sample of CETA sponsors, a brief summary of the OCMP analysis might provide some helpful background. Among the key questions addressed by the analysis are: How well are prime sponsors serving the unemployed population? How do CETA participants compare to those who were enrolled in predecessor categorical programs?

The analysis indicates that prime sponsors are serving three target groups that have presented recurring employment problems—youth, the undereducated, and minorities—in much greater proportions than these groups appear in the total unemployed population. This is shown in a comparison of characteristics of individuals enrolled in CETA titles I, II, and VI with available information on the U.S. unemployed population for the July 1974-March 1975 period.

	CETA enrollment	*U.S. unemployed population*
	(shown as percent of the total)	
Under 22 years of age	47	35
Less than a high school education	50	44
Minority group	51	26

One factor here is that during times of severe unemployment, there are usually higher proportions of nonminorities, and workers above age 22 in the unemployed population than

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there are during times when economic conditions are better.

As for comparisons of CETA participants with those who were enrolled in predecessor categorical programs, it must first be recognized that a sizable number of the latter group remained in their programs during the first 6 months of CETA. However, there were significant findings—for instance, differences between the three types of program activity under CETA title I and comparable types in fiscal year 1974 pre-CETA programs. (See table 1. For a percentage breakdown of title I enrollment by activity, see pie chart.) The most notable difference concerns on-the-job training (OJT), which has decreased in enrollment under CETA. Possible reasons for this are the continuation of categorical OJT contracts, economic factors, and prime sponsor preference for other components.

An overall view of title I participant characteristics, as they relate to categorical programs is contained in table 2. Among the factors contributing to the differences reflected in this table are: broadened guidelines; a greater likelihood for counties than for cities to receive more than 150 percent of their fiscal year 1974 money to operate title I programs; the likelihood for continued categorical programs to be projects which usually have high enrollments of male, and white participants; a $50 million Indian program under title III; a proportion of female participants in title I programs that may be high enough to affect the enrolllment percentage of veterans; and a rise in unemployment severe enough to result in many title I enrollees who otherwise would not have participated.

The MA evaluation study of a national sample of sponsors conducted field interviews in late 1974 and early 1975 on initial CETA implementation experience. (A second series of interviews, focusing on the second CETA year's development, is now in progress, and a third round of interviews is planned for spring 1976.) Some of the first study's findings, summarized in the following pages, report on early planning, sponsor relations with Federal regional staff, the States' role, and the role of planning councils and community participation.

Prime Sponsor Planning for Fiscal Year 1975

A basic tenet of CETA is that prime sponsor planning will be geared to local needs, both the needs of individuals or groups for improved job opportunities and the needs in the labor market to fill particular occupations. The process of establishing priorities among these needs is referred to as strategic planning.

To assist sponsors, the Manpower Administration has provided a technical assistance guide on strategic planning, and this formed the basis of the questions asked in field interviews. These questions focused on four key areas in fiscal year 1975 title I planning: the identification of program goals; the use of data for population and labor market analysis; the selection of target groups for service; and the selection of service mix.

On setting of program goals, it was clear that the major short-term emphasis of CETA administrators, planners, and planning council members was to get the program underway, pretty much on the basis of pre-CETA goals. Few paid attention to longer term goals; statements of such goals were defined mostly in very general terms. About half of the CETA planners stated that program goals were essentially the same as those adopted by the Cooperative Area Manpower Planning System (CAMPS) or other manpower programs in their area during the previous year.

The presentation of population and labor market data has been a staple item in CAMPS and other integrated manpower plans for several years, but has seldom been a vital factor because local planners were limited by the allocation and eligibility rules under Federal categorical funding. In the initial CETA year some sponsors began to take the need for data analysis and use more seriously, and about 45 percent of the sponsors (60 percent of the larger ones) were rated as having devoted substantial attention to data analysis.

Almost all sponsors cited difficulties because of data that were out of date or not sufficiently specific for their needs. For instance, inaccuracies and outdated statistics in 1970 census data may significantly affect manpower planning. Also, the geographical areas of many prime sponsors did not closely correspond with areas for which labor market data were available, and some of the data that were available—employment service information on the outlook for certain occupations, for example—was not broken down in ways that would be meaningful locally. Sponsors most able to apply data usefully tended to have staff members with extensive experience and sophistication in their use, and to be located in States with agencies that actively supported these efforts.

As for the selection of target groups for service in fiscal year 1975, the majority (70 percent) of the sample's sponsors cited previously existing programs as its basic determinant. Most of these sponsors—half of all sponsors interviewed—also stated that they would have elected to serve the same groups even if there had been no existing programs before. There was thus a high level of continuity of target groups from fiscal year 1974 to 1975, with the principal emphasis on

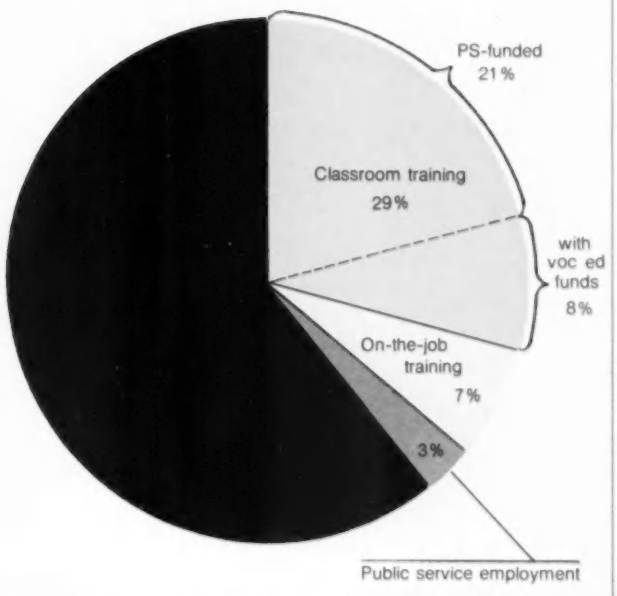
Table 1: CETA and Pre-CETA Activities

	FY/1974 Categoricals	Total FY/1975 Activity	CETA Title I	Categorical Programs FY/1975
No. of Participants	783,600	919,000	672,000	247,000
	%	%	%	%
Institutional training (MDTA and CEP institutional)	28	36	36	35
On-the-job training (JOBS, JOP, PSC, CEP/OJT)	22	12	8	24
Work experience (NYC in-school and out-of-school) Operation Mainstream, and CEP work experience	50	52	56	40

Table 2: Participant Characteristics

	FY/1974 Categoricals	Combined CETA & FY/1975 Categoricals	CETA Title I	FY/1975 Categoricals
	%	%	%	%
Males	58	55	53	60
Females	42	45	47	40
Under 22	63	55	58	46
45 and older	6	8	7	11
Less than 12 years of education	66	59	61	55
At least 12 years of education	5	8	9	7
Minorities	59	55	54	56
Public assistance	23	25	27	21
Economically disadvantaged	87	78	76	83
Veterans	15	13	10	22

Chart on Title I Enrollment by Activity as of March 31, 1975



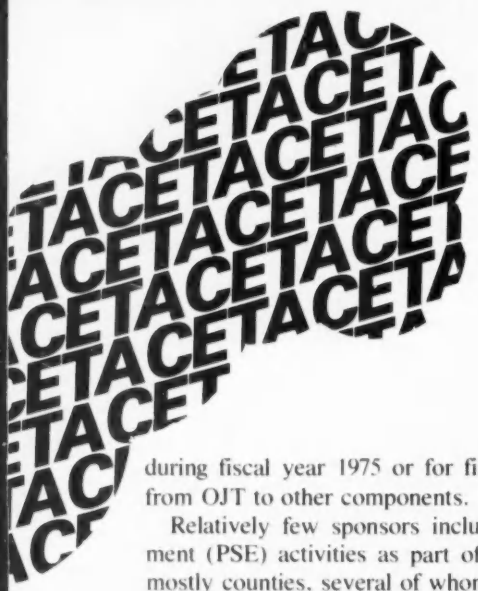
youth and on the disadvantaged. Sponsors also tended to apply their programs to a wide variety of target groups within their jurisdictions rather than taking the selected-few approach.

In fiscal year 1975 planning, changes made by prime sponsors tended to reflect competition among manpower service deliverers and their negotiation for funds rather than target group considerations per se. However, about one-third of the CETA planners queried indicated that they were considering changes for the next year, and the changes most frequently mentioned involved a shift away from services to the disadvantaged and to youth, and toward greater emphasis on serving those unemployed but not necessarily disadvantaged—particularly heads of households adversely affected by economic conditions.

The mix of program services offered in fiscal year 1975 was based heavily on previous programing, according to about 80 percent of the CETA planners interviewed. There were some changes, though, partly in response to new responsibilities, partly from normal turnover based on the previous year's programing experience, and partly the result of reshuffling among service deliverers.

About one-fourth of the planners indicated changes in the design of classroom training, and mentioned most frequently were plans to shift to more individualized occupational offerings.

OJT was a source of concern in the current economic recession. Several sponsors were responding with changes in their OJT strategy, including increased per-slot funding and shorter training periods. Several sponsors indicated plans



during fiscal year 1975 or for fiscal year 1976 to shift funds from OJT to other components.

Relatively few sponsors included Public Service Employment (PSE) activities as part of title I; those who did were mostly counties, several of whom were not eligible for title II PSE funds. (Possible movement to greater use of title I funds for public service employment appears to have been halted by the December 1974 enactment of title VI and its provision of sizable additional funds expressly for PSE.) Of those sponsors who did have title II funds, and who had previously had an Emergency Employment Act program, 80 percent said that the method of determining public sector needs and jobs for fiscal year 1975 was about the same for both. A few sponsors planned to use title II funds for either work experience or classroom training, believing that in this way more people could be served.

Work experience activity mainly included Neighborhood Youth Corps-type projects for in-school and out-of-school youth and Operation Mainstream activities, but some sponsor comments suggest that work experience in the public sector is being used as a catchall category, particularly for funds reprogramed from other components.

The principal sources of change came about mainly as a result of changes in service deliverers, or reallocation of funds among existing deliverers, rather than as a result of major changes in program strategy. Nonetheless, there was some indication that sponsors were moving toward a more localized approach to manpower planning, within the major structural constraints of time, experience, and the economy. One sponsor planned to focus resources on three specific groups: youth, disadvantaged heads of households, and ex-offenders. Another spoke of reducing the 10 groups in the fiscal year 1975 plan to a smaller number this fiscal year "for greater impact." Many sponsors predicted sharper identification of target groups in future planning.

Strategic planning by all sponsors was powerfully influenced by five key structural factors: the legacy of past programing, the new funding allocation formula under CETA, time constraints, the rapidly changing economic situation and unemployment levels in particular areas, and the relative size of sponsor program efforts.

The legacy of past programs substantially shaped fiscal year 1975 planning. Very simply, some sponsors had more experience than others. Most importantly, the existence of a specific set of program delivery organizations, specific community groups and social service organizations being served, and an available, operating set of activities predisposed sponsors to continue what was in place. In some cases sponsors apparently felt that the existing activities represented the most appropriate and useful application of their funds; in other cases the short time for planning clearly constrained them from reassessing goals, target group priorities, service needs, and delivery methods, on a comprehensive basis.

The CETA formula for allocating funds to sponsors resulted in change in amounts of funds coming to each area. As a result, under the fiscal year 1975 allocations, all of the cities (13) in the sample received slightly less than in the previous year, while most of the counties (18 out of 24) received more. Most of the consortia (14 of 17) also received more, as the result of an incentive bonus for joining in a consortium (10 percent of the title I grant). Otherwise 13 of the 17 would have received less. The States were mixed, with seven receiving more funds and five less. Decisions and choices were obviously often affected by the presence or absence of this pressure to reduce or increase expenditures.

Economic trends were not as much of a factor at the time of fiscal year 1975 planning—the spring of calendar year 1974—as they became in the fall of 1974, when unemployment rose rapidly. Planning problems, of course, varied by locality according to the level and composition of unemployment, but in general the economic downturn in the fall of 1974 exacerbated local problems and prompted reexamination of earlier planning judgments.

Finally, the overall amount of available program funds was a factor that limited the scope of program alternatives for some jurisdictions. Sponsors with smaller grants inherently were more limited in the comprehensiveness of programs they could develop.

Regional Office Relations With CETA Sponsors

Under CETA, State and local governments have responsibilities in the planning and management of new manpower programs, and the Labor Department's regional staff has a revised role that includes the duties of reviewing and approving sponsor plans; assessing program performance under the plans to assure that CETA is implemented in accord with the act's purposes and provisions; and providing assistance and advice for planning and program management.

In conducting these oversight and technical assistance functions, the regional office, in the words of the Department's regional office handbook, "will not interpose judgment on a prime sponsor's plans or operations unless there is clear evidence that the sponsor's actions are not in compliance with the purposes and provisions of the act."

In fiscal year 1975, prime sponsors and regional offices possessed limited experience with their new roles. They were compelled to interpret the new CETA rules, procedures, and relationships with relatively little guidance, and to do so quickly.

Field interviews focused on how the regional staff worked with sponsors and sought to elicit sponsor and regional staff perceptions of the types of assistance provided to sponsors. Interviewers sought the respondents' views on whether regional staff acivities were helpful or burdensome, whether they interfered with sponsor authority, and the types of difficulties that arose in these relationships.

In almost all the sponsor sites, some assistance was provided by the Federal representative in the preparation and approval of fiscal year 1975 grant applications. (The Federal representative is the regional office staff person designated as the "continuing and primary contact point" with the prime sponsor.)

In general, the advice furnished by regional staff concerned what could or could not be done under the regulations. The Federal representatives focused more on procedural requirements than on substantive decisions, while the sponsors were encouraged to make the substantive decisions on their own.

The Federal representatives thought that prime sponsors were generally cooperative in the review process. The majority of CETA administrators said there were no problems with the review; although 45 percent said they did have problems, fewer than 10 percent characterized the problems as major. The most common sponsor complaints relating to the review process concerned the time delays and uncertainties caused by several levels of review and what was perceived as the "nitpicking" character of some regional comments or requirements.

Overall, the first year's relationship on planning was dominated by the newness of the process. There were uncertainties as to the appropriate role of the regional office in determining plan content, and hesitance about the emphasis on funding a plan quickly while recognizing that refinements or major changes would be in order as time permitted or required.

In the first 6 to 9 months of operations in fiscal year 1975, relations between regional staff and sponsors were generally positive. Only 20 percent or fewer of the sponsors and Federal representatives reported friction and disagreement in their relations. Problems were attributed to personality factors, to the prime sponsor view that CETA programs should have no more requirements than general revenue sharing, and to the high turnover rate of Federal representatives.

The speed with which first-year regulations had to be developed, and the several revisions in fund allocations occurring during the first year, did generate difficulty and sponsor criticism (often echoed by the Federal representatives) about what were seen as lack of time for adequate planning, "inflexible" regulations, and changing and/or ambiguous interpretation of the regulations.

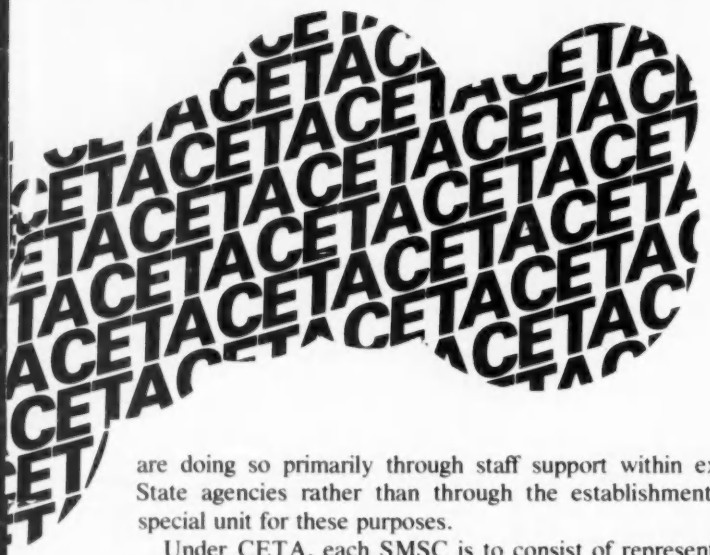
CETA's newness and the limited manpower program experience of many sponsors generated substantial interest in Technical Assistance and Training (TAT), a major priority for CETA in fiscal year 1976. Regional efforts to provide assistance concentrated on initial procedural requirements, an approach usually regarded as helpful, but most sponsors were interested in receiving further and improved assistance in a wide variety of subjects. The Technical Assistance Guides (TAG's) prepared by MA were relied on substantially by more than half of the sponsors in the sample, but many thought they were not adequate or appropriate for their needs. Some sponsors reported that the TAG's were received too late to be useful. (See accompanying box.)

The States' Role in Coordinating and Strengthening Manpower Programs

Under CETA, States serve a dual role—first, as prime sponsors for areas within the State ineligible or unwilling to become prime sponsors on their own and second, as coordinators for all manpower and manpower-related activities within the State.

Four percent of the money available to each State under CETA title I is granted to the Governor in the form of discretionary funds to carry out coordinating activities. The act also provides for the creation of a State Manpower Services Council (SMSC) to oversee the manpower programs of prime sponsors and the manpower services provided by State agencies to insure their coordination and to recommend improvements. Finally, the act offers special vocational education funds to the Governor for distribution to prime sponsors through the State vocational education board.

Gaging the State role under CETA produced few definitive results. The SMSC's had assumed a major role in the decisionmaking process regarding the use of Governors' discretionary funds, but most of them were barely underway. The interviews showed that to the extent that State officials are carrying out their responsibilities for coordinating manpower activities and strengthening manpower programs, they



are doing so primarily through staff support within existing State agencies rather than through the establishment of a special unit for these purposes.

Under CETA, each SMSC is to consist of representatives from various community sectors to include: CETA prime sponsors (one-third of all council members), the State boards of vocational education, the State employment service, and any other State agencies with manpower interests as determined by the Governor (one member each), organized labor, the general public, business and industry, community-based organizations, and the client groups to be served. The last are differentiated to insure representation of women, persons of limited English-speaking ability, and other minorities which represent a significant proportion of the client population.

Community sector representation in three-quarters of the SMSC's in the sample met the membership requirements and recommendations of the act. SMSC directors in States with councils not meeting these requirements reported that they would be in compliance by the time of the fiscal year 1976 planning cycle.

In most States studied, the SMSC is located organizationally in a State-level executive department. While this may result in good coordination of SMSC activities with the manpower responsibilities of that department, it may make interdepartmental or statewide coordination of manpower activities difficult.

No consistent administrative practices have emerged on the use of special vocational education funds. Some friction has developed between States and prime sponsors on questions of restrictions placed on the uses to which sponsors can put such funds. Among the most notable of these is a common restriction forbidding their use for trainee allowances, while another determines how administrative costs (limited to 20 percent) should be shared between the State and sponsors.

Revised Federal regulations have helped to clarify this situation. One regulation specifies that special vocational education funds may be used for payment of trainee allowances, although States are not required to agree with local sponsors to permit such use. Another requires that at least half of the funds allocated for administration be made available to local prime sponsor programs unless the State obtains a waiver from the Department of Labor.

Although a formula distribution for vocational education funds was not required under the act, nine States used some formula basis for allocation of funds to prime sponsor areas. Only one of these has found a formula approach unsatisfactory and plans to dispense with it for fiscal year 1976.

The Role of the Planning Councils and Community Participation in the Planning Process

CETA requires each prime sponsor to establish an advisory planning council, consisting (to the extent practical) of representatives of those groups most directly affected by the act: the client community, community-based organizations (particularly the disadvantaged and other special target groups), the employment service, education and training agencies, the business sector, labor, and where appropriate, agriculture.

The function of this council is to submit recommendations on program plans and "basic goals, policies, and procedures"; to monitor and provide for objective evaluations of manpower programs in the prime sponsorship area; and to provide for continuing analyses of manpower program needs.

This advisory role is difficult to define and measure because its general nature can be interpreted in many different ways. For example, from the point of view of legislative intent, planning councils provide a reasonable vehicle for preserving the programmatic and political roles of various interested groups, particularly client and community-based organizations fostered by the Labor Department programs of the 1960's. However, from the perspective of individual council members and community groups, this role may be somewhat confusing, if not frustrating, since it implies that their viewpoints should be expressed but need not be heeded.

The activities assigned by the legislation to the council may also result in confusion about its role, since similar responsibilities are delegated to the sponsors' administrative or planning staff. Thus, councils need not initiate such activities, but may function appropriately either by participating in their conduct jointly with the planning staff or by merely reviewing activities of this staff.

Similarly, from the perspective of the chief elected official, councils may serve appropriately in various ways: providing broad policy guidance, recommending specific program inputs, resolving competing interests, or watching over program performance in an advocacy role.

It is clear that between a purely "rubber stamp" role at one end of the spectrum and an aggressive decisionmaking role at the other, there is a wide range of potential roles and responsibilities for planning councils. The situation is further complicated by the fact that the planning period for fiscal year 1975 must be regarded as transitional rather than typical. Councils were newly formed, under considerable time pres-

Goal for '76: Improve TAT; Upgrade TAG's

One of the major problem areas pointed up in the initial year of CETA operation is the need to improve Technical Assistance and Training (TAT) for prime sponsors. Meeting this need has high priority in Manpower Administration national and regional offices for fiscal year 1976.

Among the steps being taken to upgrade the availability and caliber of TAT, and thus to upgrade the capability of prime sponsors to effectively manage decentralized manpower programs, are: Updating Technical Assistance Guides (TAG's) in the light of initial CETA experience, expanding regional CETA staff training, and developing regional manpower training institutes.

National and regional office review of sponsor experience, and recommendations of regional staff based on their monitoring of sponsor performance, indicate that TAT efforts should focus particularly on the following areas:

- Management information systems
- Financial management systems
- Program review and assessment standards and procedures
- Sub-contract management standards and procedures
- CETA program linkages with employment service and health, education, and welfare programs
- Training for, and related to, the role of advisory councils
- Prime sponsor organization, staffing, and personnel standards and procedures
- The planning process, with emphasis on the fiscal year 1977 planning cycle
- The analysis and use of labor market data for manpower planning
- Equal employment opportunity affirmative action standards and procedures
- Manpower program client counseling and assessment
- Job development and employer relations

The improvement of TAT will require close regional-national cooperation. Regional offices, which have primary responsibility for TAT, must exercise their flexibility to meet the particular needs of prime sponsors within their regions. National offices, for their part, must seek to assure that priority areas are identified and emphasized; that regional offices are supported in a timely manner; and that overlapping activities be minimized.

sure, and faced in most cases with previously existing programs and with relatively little information on which to base judgments or recommendations concerning programs.

In general, representation of community sectors and target groups on virtually all sponsor planning councils met the requirements or recommendations contained in CETA and its implementing regulations. The great majority of the council members interviewed (70 percent) and about half the chief elected officials in the sample pointed to increased Technical Assistance and Training (TAT) as the single most important instrument in improving the council's role and contribution.

While further conclusions in this area await data to be gathered later in the study, it is possible to delineate two basic types of councils: a participatory one, characterized by high degrees of involvement, coordination, organization, and leadership; and an inactive one, characterized by low degrees of the same factors and by feelings of isolation and exclusion among council members.

* * * *

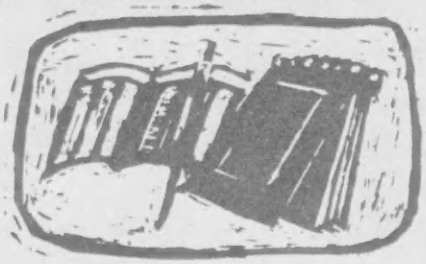
Maintaining a full head of steam will be no easier for CETA than it was for the steam locomotive. Those involved with the act will have to continue to focus on the major issues identified and analyzed by studies of initial CETA performance. Among these issues are: the desirability and organization of consortia, the role of manpower planning councils, the weight given to the views of community organizations, the selection of service deliverers, and the response to recession and its high unemployment.

The consortia issue should be particularly crucial. One-third of prime sponsors are consortia—a higher proportion than originally anticipated. Among the reasons are: the potential for greater administrative efficiency and broader labor market coverage; the incentive bonus; and a past history of intergovernmental cooperation. The issues in the future will be the degree of centralization within consortia prime sponsors; whether consortia sponsors will be able to achieve integrated planning; and, for individual governmental units, whether to join consortia sponsors.

In evaluating CETA, one must keep in mind that the future course of CETA will be markedly influenced by the state of the economy. But there are auspicious signs in CETA's beginning.

"Local sponsors have responded admirably to their initial challenges," says OCMP director Jones. "There has been a considerable amount of trial-and-error experimentation, but the lessons learned from this and the scheduled increases in field visits and TAT activity bode well for the future." □

News&Notes



About 170 minority youth and adults, mostly blacks, in the Cincinnati area will have an opportunity to become construction trade apprentices or qualified journeymen under a $243,000 contract with Prep, Inc., the U.S. Labor Department has announced. Functioning as the training arm for local construction firms and unions, Prep, Inc. operates in a seven-county area around Cincinnati to achieve affirmative action goals. Training will be conducted in Hamilton, Clermont, and Warren counties in Ohio; Campbell, Kenton, and Boone counties in Kentucky; and Dearborn County in Indiana. Fifty youth will prepare for apprenticeship examinations in construction trades, and 123 informally trained construction workers for acceptance as skilled craftsworkers. Journeymen trainees will be paid according to current union agreements.

* * *

The Vocational Opinion Index, a 20-minute paper-and-pencil questionnaire developed under a Manpower Development and Training Act program for measuring the "job readiness postures" of disadvantaged jobseekers, (see "Jobs for Addicts," July 1975 MANPOWER) may be obtained by writing to: Stephen Benson, Vice President, Associates for Research in Behavior, Inc., The Science Center, 34th and Market Streets, Philadelphia, Pa. 19104.

* * *

Governor Waller of Mississippi has made available $300,000 in manpower training funds to hire 310 workers in a statewide effort to halt the spread of encephalitis. The funds, from the Comprehensive Employment and Training Act (title VI) available through the Governor's Office of Education and Training, provide needed manpower for mosquito spraying.

* * *

Nearly $1 million in first-time Right to Read grants has been awarded to 18 States, including the District of Columbia and Puerto Rico, to expand almost nationwide the Federal effort aimed at eliminating illiteracy in the U.S. before the start of the next decade, according to Health, Education, and Welfare's Office of Education. Recipients of the grants are the education agencies of States not previously funded by Right to Read to help operate statewide programs for improving the reading skills of children and adults. State agencies will assist school administrators in local education agencies by conducting surveys and needs assessment of reading and reading instruction, from which objectives and strategies are established.

* * *

A 20-minute documentary on the Baltimore Employee Health Program (EHP) which helps problem drinkers to retain their jobs through identification, referrals, treatment, and followup (see MANPOWER February 1975) is narrated by newscaster Paul Berry. The videotape may be of interest to groups concerned with the many aspects of workplace-based alcoholism programs: structure and objectives; finance; labor-management relations and collective bargaining; job health and safety; productivity; work welfare; and alcoholism education. For information on how to borrow or buy a copy of the videotape program, write Manpower Administration-TV, Room 5301, 601 D Street, NW., Washington, D.C. 20215.

A Paralegal Is Not a Lawyer In a Wheelchair

by William J. Manikas

"Paralegal" is a job title so new that it hasn't found its way into a dictionary yet, but it's well on its way there.

Stated briefly, the paralegal is a nonattorney performing technical, nonclerical tasks essential to the production of the professional services offered by a law office.

Using money made available through title I of the Comprehensive Employment and Training Act (CETA), the Florida State Manpower Services Council has funded a program—one of the first of its kind in the country—which provides classroom training and related supervisory and placement services to prepare men and women for employment as paralegals.

The program is operated by Florida Legal Services, Inc., of Tallahassee, a nonprofit resources center, which wants it known that the functions of paralegals are not those of secretaries, stenographers, file clerks, or typists.

Paralegals draft legal documents, research law, and gather and prepare evidentiary and other legal materials for trial. They also represent clients in certain administrative proceedings, and perform a number of other supportive tasks which enable lawyers to better serve the persons who need them.

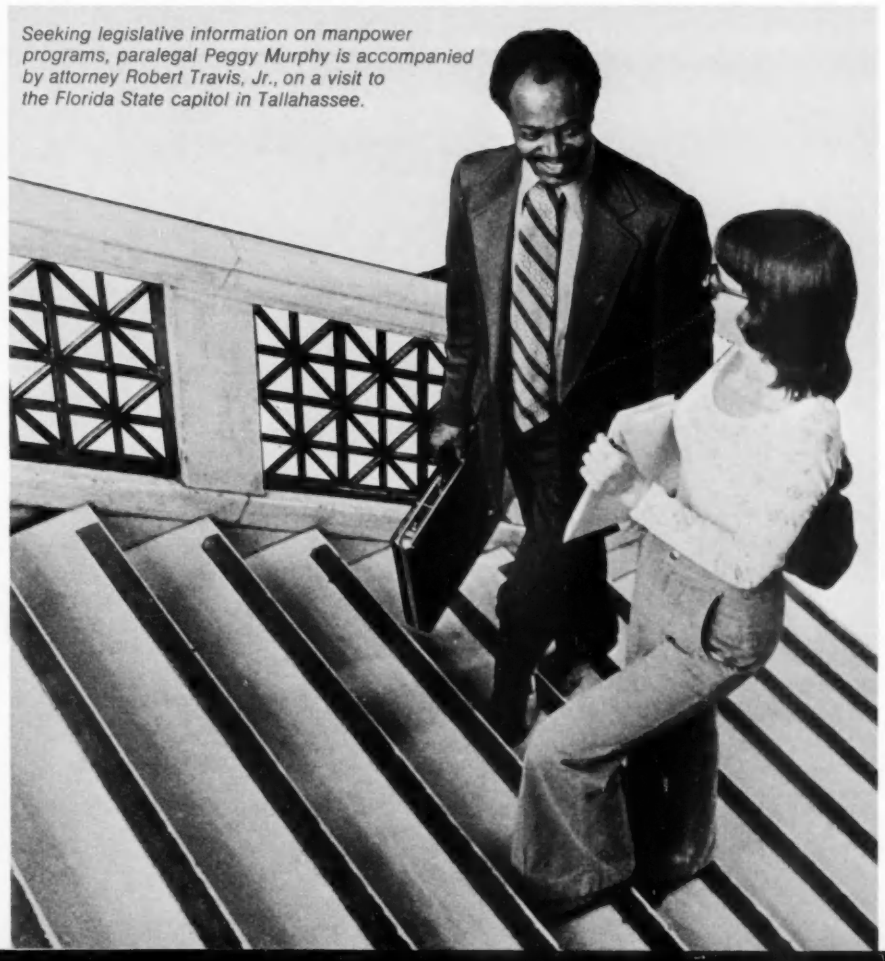
Paralegal employment in both public and private law practice has increased in the last 5 years; and, recently, a Federal paralegal on-the-job training program was started by the Office of the Solicitor, Department of Labor. (See related article on page 14).

The American Bar Association and the bar association of most States have special committees on the development of paralegal use by attorneys. Additionally, over 70 universities, colleges, and community colleges offer paralegal programs, with varying ranges of course work. Degree programs are available in many of these institutions, and a number of paralegal training schools offer concentrated course work. In Florida, Santa Fe, Hillsborough, and Miami-Dade Community Colleges and Florida Technological University offer students courses leading to a degree in paralegal practice.

The Florida Legal Services paralegal training program provides intensive preparation for employment in a particular area of public law: legal assistance for the poor. Throughout the country, several thousand legal assistance offices, supported by public and private funds, provide free legal services to the poor, making such offices prime potential employers of paralegals. One advantage gained through the use of paralegals is a substantial increase in the number of client services a paralegally staffed law office is able to provide. Although paralegals are also used extensively in private law offices, placement in legal aid offices provides an additional social service benefit.

The training program's scope of activities includes recruitment of manpower-eligible participants, placement in classroom training, job placement, counseling, employer orientation, and design and distribution of law offices systems that build in the use of paralegals. Trainees are selected from CETA grantees in Florida State agencies such as health and

William J. Manikas is director of the paralegal training program of Florida Legal Services, Inc.



Seeking legislative information on manpower programs, paralegal Peggy Murphy is accompanied by attorney Robert Travis, Jr., on a visit to the Florida State capitol in Tallahassee.

Paralegals

rehabilitation services, and legal and community action programs. Many of the young men and women are high school graduates and community or junior college students; others have not completed high school. Many have had previous experience in interviewing clients, dealing with government forms, and using library facilities.

The heart of the program is a classroom training segment—a 7-day, 50-hour training conference. Because the Florida program operates only in the State, it is possible to assemble a number of trainees in a central location for 1 week without incurring extraordinary expenses. Public facilities such as universities and community colleges will be used where possible to minimize expenses and to involve public institutions in manpower activities. The August 1975 course in advanced administrative practice skills was scheduled at the University of Florida for 28 trainees.

The training course concentrates on three areas: concepts of paralegal practice, substantive law, and skills. The concepts section provides basic information about the nature of paralegal tasks, the development of and prospects for the occupation, relations with attorneys, unauthorized practice and ethics. This material is presented and discussed both in separate classes and as part of the substantive law and skills sections.

The skills classes also cover the following: interviewing clients, fact gathering (including document analysis and obtaining records from administrative agencies), negotiation with administrative agencies, and legal research. Substantive law topics include domestic relations, landlord-tenant matters, rules of evidence, and public assistance concepts such as notice and burden of proof.

There is some emphasis on the substance and procedure of administrative law, since Federal law permits persons other than attorneys to represent clients in selected administrative proceedings.

In the beginner's course, which is designed for persons with relatively little experience in either direct client service or in law office practice, the generic skills and substantive law materials are taught as part of three case models: a domestic relations case, a landlord-tenant problem, and a welfare claim.

Playing the Role

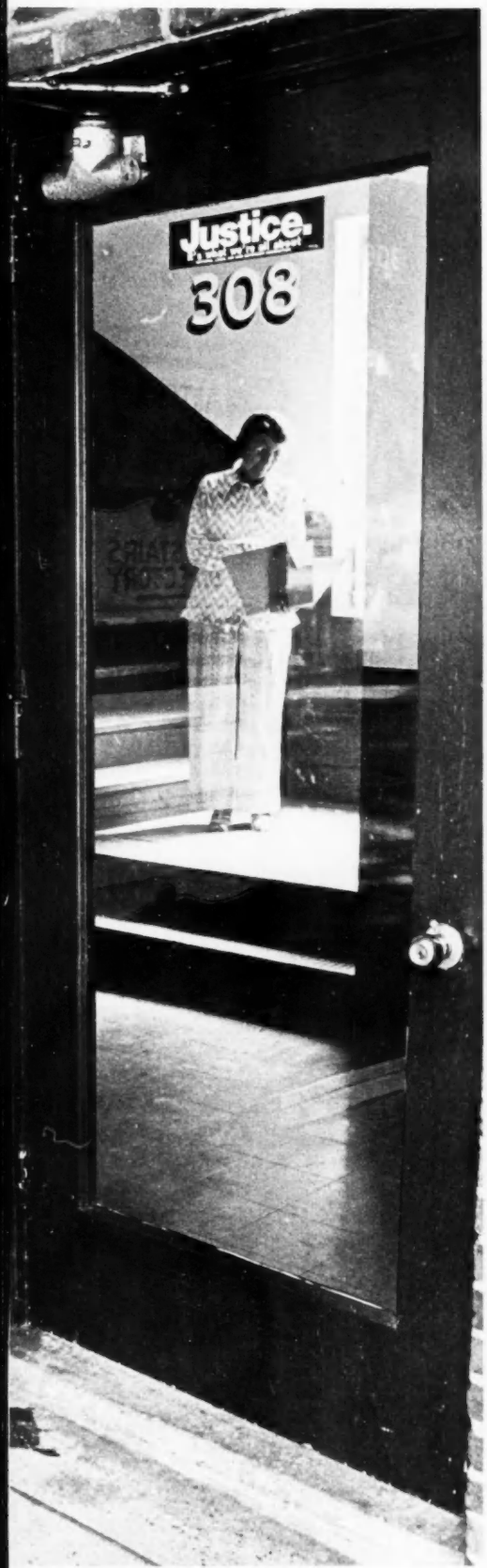
Teaching techniques include small and large group discussions, lectures, role playing, and individual work-study. It should be emphasized, however, that passive learning is avoided, and lecture sessions are not the traditional note-taking type. Trainees are encouraged to question, comment, discuss, and take part at all stages of these sessions.

As the trainees progress through the models, the materials are presented in different forms. In the domestic relations case, interviewing techniques are taught using a role play, while analysis of facts is taught by using a videotape and group discussion. In the welfare segment, interviewing for fact gathering is taught by role playing, and investigative techniques are taught by group discussions and lectures. A number of role-playing sessions give the trainees an opportunity to put to a practical test the information they have learned in the substantive sessions. The training, which involves interviewing, negotiation, and appearances at administrative hearings, requires the participants to demonstrate to themselves the results of taking part in the program. Although the role-playing situations are contrived, the trainees generally recognize the value of having a "safe" opportunity to try out their newly learned skills.

In a typical role play, the trainee—

A paralegal trainee leaves the Florida program headquarters enroute to the nearby Leon County courthouse.

Lina Saunders demonstrates the benefits of her paralegal training as she assists attorney Theorphilus J. Rose with a domestic relations case in a Tallahassee courtroom.



after a preparation session in which the mechanics of the mock legal situation are explained—interviews an actor who has been "scripted" as a client. A trainer sits in on the session to observe. At the conclusion of the dramatized interview, the trainer reviews the sessions with the trainee. Later the trainee views a videotape of a "model" interview and delivers his or her own critique of the video participants.

No tests or examinations are given. The role-playing sessions and certain of the group discussions provide the trainees with periodic evaluations of their performances and allow them to gage their own progress. Each of the major segments also contains components through which the trainees progress and which permit fairly accurate self-evaluations. Because trainees come to the program with varied experience, traditional objective testing has little value. Reading skills at the 10th-grade level are required.

The program also provides a number of services to participants. For example, employers are assisted in developing office systems which permit greater client service after hiring paralegals. The systems tend to make paralegal employment more secure, relieve a considerable amount of uncertainty about what to do with a well-trained paralegal, and make the paralegal's office tasks more identifiable.

The program also provides an employment placement service and is helping trainees develop their own placement skills by use of a model résumé. The

trainees used the model to complete their own résumés, which are used by the employment clearinghouse in the program's Tallahassee office.

Six weeks after finding employment for a trainee, the program conducts followup training sessions—usually a day or less in length to brush up skills and practice techniques. Assistance is given to employers to enable them to continue inservice training. Periodically, evaluations are conducted to determine the effectiveness of the training in employers' needs, and the program's objectives.

A Positive Response

The National Paralegal Institute in Washington, D.C., a nonprofit resource center funded to provide training and other technical assistance to paralegals developed the training materials. In addition, it helped train the Florida trainers (all of whom are themselves paralegals or attorneys employed by legal assistance projects.

The Florida program, funded at $100,000, is addressing manpower problems in an effective and innovative way and will likely have a positive impact upon the course of the paralegal profession.

With the assistance of local manpower operators and potential employers, the program has recruited and trained over 50 persons during its first year. The participants have varied backgrounds, but all have responded well to the training.

Although it is too early to predict a firm placement rate, the number of graduates employed shows a potential placement rate of 50-80 percent, indicating that the program is providing a needed service to manpower clients and employers.

Continuation of the program will depend on its ability to keep its training geared to employer needs and to maintain a job market for its graduates. □

Paralegals Succeed in Solicitor's Office

Early this year, 19 employees of the Department of Labor's Office of the Solicitor completed the requirements for full-fledged status as paralegals. Eleven were from field offices and eight from various headquarters divisions.

The program is one of the first of its kind in the Federal Government. It was started to upgrade the skills of existing employees in keeping with current management efforts involving job redesign, and expanded promotional opportunities for women and other minorities.

In addition to achieving this task, the program bridged the substantial gap between the work of attorneys and their secretaries and administrative assistants, relieved junior attorneys of routine, undemanding tasks, and alleviated a problem of limited attorney resources by improving manpower utilization and increasing attorney productivity.

The trainees were drawn mostly from the secretarial ranks, where they would, for the most part, have been dead ended in their positions. All but one were women and most were members of minority groups. All are now in paralegal positions at pay rates ranging from $10,520 to $15,481.

The original concept of the program was to have trainees receive a week of intensive formal training in Washington, after which they would return to their regular jobs and devote 30 percent of their working time to on-the-job training.

This arrangement was unacceptable because many of the paralegals returned to their previous positions and their normal workloads interfered with their paralegal assignments. To correct this, the paralegals were replaced in their regular jobs by newly hired or promoted employees, enabling the paralegals to accelerate the pace of their training.

Removed from their routine duties, the trainees were introduced to new and varied tasks involving the substantive work of their particular offices. One trainee, expressing the feeling of many in the group, spoke of the "challenges in creativity, judgment and initiative" in her position.

The paralegals' work included preparing complaints, discussing with employers their problems in meeting proposed abatement dates in safety and health cases, researching legal issues for attorneys, reviewing investigative files and writing analyses, handling the collection of civil penalties, drafting answers to interrogatories, preparing exhibits to be introduced at trial, and contacting and interviewing witnesses and assuring their availability.

The 1 year of OJT was coupled with 3 hours of college training in courses pertinent to the job. Although most of the trainees did not have college, they completed such courses as "Effective Legal Research," "Civil Litigation," "Labor Law," and "Law of Employment Standards." One trainee's interest in her new work led to a decision to enroll in law school, where she has already acquired 20 units toward a law degree.

William J. Kilberg, Solicitor of Labor, comments: "This program opened the door to professional jobs for promising nonprofessionals on our staff. We hope that it will serve as a model for other agencies and private firms." □

B. Kimball Baker

A CETA Production

THE PUBLIC ARTIST RETURNS

by Stephen Brown

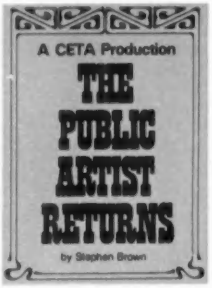
The memories of the Great Depression that haunt Americans in 1975 are not all grim. Today, as the Nation struggles to climb out of its worst economic slump since the 1930's, a positive idea born of the New Deal has been revived in several cities from coast to coast.

In the thirties, this idea was the basis for the Federal Arts Program, which, under the auspices of the Works Progress Administration, put thousands of down-and-out actors, artists, writers, and musicians to work on public interest projects in the creative arts. As Archibald MacLeish put it, the program marked "a declaration—the first in the modern history of the Federal Government—that those who follow learning and the arts are as important to the Republic as those who follow other callings."

Today, several cities are making this same declaration. Using funds allocated to them under the Comprehensive Employment and

Stephen Brown is a U.S. Department of Labor information officer in San Francisco.

New public service arts projects are on display in several cities where prime sponsors are using CETA funds to hire jobless and underemployed persons skilled in the fine and performing arts. Erica Golden works in the recycling center at San Francisco's de Young museum.



John Kreidler wrote the proposal for San Francisco's public arts program.

Training Act (CETA), the cities have hired hundreds of jobless or underemployed persons skilled in the fine and performing arts for a variety of public projects. These talented men and women are painting outdoor murals, presenting free public performances, and providing other services related to the arts that enhance the quality of life in their communities. At the same time, they are getting a paying chance to hone their creative skills.

The first city to establish an arts program using CETA funds was San Francisco, a city that takes pride in being called "the Paris of America" because of its wide-ranging cultural activities. The idea for the San Francisco project originated with John Kreidler, director of the Neighborhood Arts Program in California's Alameda County.

Kreidler, who hails from a family of actors and playwrights, has long been interested in public policy and the arts. During the 1960's, he did graduate work in public administration at the University of California at Berkeley and wrote his master's thesis on the development of Federal arts policy. He later went to Washington, D.C., and worked for the Department of Labor's Manpower Administration and the Office of Management and Budget. In 1973, he returned to the west coast and enrolled in the graduate program in arts management at the University of California at Los Angeles.

Last summer, Kreidler landed a job with San Francisco's Neighborhood Arts Program, a city-funded unit that seeks to foster public involvement in the arts by establishing neighborhood arts centers, offering inexpensive art classes, and setting up exhibits.

About the same time, Kreidler learned that San Francisco was to get some additional CETA funds for new public service jobs. He drafted a proposal on behalf of the Neighborhood Arts Program to use CETA funds to hire 45 muralists, with the ultimate goal of placing them into the regular work force.

Kreidler explains that the proposal was based on practical considerations. Muralists' work "is very public and it's very permanent," he says. "We thought that would appeal to the manpower people."

The city's Manpower Planning Commission was interested but asked Kreidler to rewrite the proposal. He did and requested 24 positions for various types of artists. This time, the proposal was approved.

Last December, the city began auditioning and hiring applicants. Carol Sam, a staffer for the city's Manpower Office, remembers what it was like.

"We had 300 applicants for the 24 jobs. The screening panel included members of the San Francisco Art Commission and a professional art critic. The auditions took a week. We saw films, jugglers, ballet dancers, even tap dancers who performed on table tops. The performances included everything from the very amateur to the very technical and professional." From those, the city hired the first group of visual artists, performing artists, photographers, craftsworkers, and architects.

Since then, the program has been expanded, and another 107 artists—including poets, set designers, and costume designers—have been hired into Public Service Employment jobs under title VI of CETA. Meanwhile, other cities, hearing of San Francisco's experiment, began deluging the cramped, chaotic offices of the Neighborhood Arts Program for information and have established their own CETA arts programs. For example:

- The city of Los Angeles has hired 71 persons for a CETA theater arts program. Under the direction of Anthony Caruso, a veteran actor with more than 200 films to his credit, the city has formed three acting companies, two dance companies, and a puppet company. In May, the troupe members—who are paid $635 a month—started "on tour" to recreation centers, senior citizens centers, schools, hospitals, and other institutions to give free performances. More than 16,000 persons have seen them present lighthearted puppet shows and musicals like "Whatever Happened to Vaudeville."
- In Seattle, the Seattle Arts Commission, on behalf of the King/Snohomish Counties Manpower Consortium, asked artists to propose art projects that could be funded under CETA. From 500 applicants, the commission chose 55 to work on short-term, 5-month projects. The artists are paid $476 a month for a 26-hour workweek. The projects include an 8 millimeter film by Fred and Cheryl Cone that will be played as a "moving painting" on a large canvas. When completed, the projects will become the property of the city; for

Graciela Carrillo paints murals in San Francisco's Mission District.

example, several poets' works will be displayed on cards in city-owned buses.

Seattle is also using CETA funds to hire dancers working for the city parks and recreation department and to support the city symphony orchestra.

- In Tacoma, Wash., the Civic Arts Commission, a joint agency of the city of Tacoma and Pierce County has hired 13 artists for 3- to 7-month periods. As in Seattle, the commission invited artists to submit projects for funding. Those hired include graphic artists and theater arts specialists who are offering a program for elementary school students. They are being paid $639 a month for working 40-hour weeks.
- In Oakland, Calif., 70 persons, including artists, have been put to work for the Oakland Museum. A number of them are helping to prepare an earthquake exhibit scheduled to open next February, and others are working on a special Bicentennial project which will document the city's cultural heritage. The CETA employees are being paid between $3.76 and $5.17 an hour for a 37½-hour workweek.
- Albany, N.Y. has employed over 50 persons to work with the city or with private, nonprofit arts-related agencies. Employees include an archeologist, a librarian who is doing historic research, a specialist in historic preservation, and artists who are conducting citywide workshops in television, photography, theater, and mural painting.
- The Tennessee Arts Commission has coordinated the hiring of five CETA participants to work with pottery and arts and crafts programs throughout the State.

A CETA Production

THE PUBLIC ARTIST RETURNS

by Stephen Brown

Los Angeles has used CETA funds to establish a puppet company that gives free performances at schools, playgrounds, and other sites.

• The Metropolitan Arts Council of Indiana has hired 20 CETA-paid artists to work with community workshops and schools in Indianapolis. The employees include sculptors, potters, writers, poets, actors, a classical pianist, a printmaker, and a photographer.

• Five artists are providing various community services throughout the State of Rhode Island. For example, a musician teaches in State prisons and disadvantaged neighborhoods, and a specialist in improvisational theater coaches school students and enrollees in various community programs.

• In Hartford, Conn., 12 CETA-funded employees have been added to the staff of the Wadsworth Atheneum, one of the oldest public museums in the country. Positions include theater manager, assistant business manager, curatorial aide, seamstress, mail clerk, and guard.

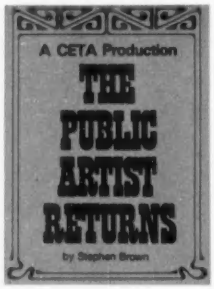
• Chicago is staging a fall Festival of the Arts under a CETA contract for $141,905. Three theater groups, engaging 62 artists, are producing dramatic presentations for the festival, sponsored by the Mayor's Office of Manpower. Artists are paid $2.50 an hour.

According to the National Endowment for the Arts, a Federal body that has been encouraging the development of public arts projects using CETA funds, some 1,400 persons had been hired for such programs around the country by mid-summer. And the fruits of the programs are beginning to be visible in the communities that sponsor them.

In San Francisco, for example, giant murals painted by Graciela Carrillo and Patricia Rodriquez now

San Francisco photos
by Stephen Castagnetto

John Wilson, a weaver hired through CETA, works in San Francisco's de Young museum where other CETA employees offer art classes for children and adults.



adorn buildings in the predominantly Hispanic Mission District. Another mural brightens the exterior of the city-supported deYoung Museum Art School, where CETA-paid instructors offer city residents art classes at minimal fees.

Problems connected with arts projects have also surfaced, however, and lack of enough money to support professional-level productions appears to be the biggest difficulty. CETA funds are earmarked specifically for salaries and employee benefits and may not be used to purchase materials and supplies. As a result, arts projects administrators must find the money for supplies elsewhere.

San Francisco has relied on donations and endowments from sources outside the manpower field to purchase materials. Anthony Caruso, the director of the Los Angeles theater arts project, says his companies have had to "beg, borrow, or steal all our costumes, sets, and props." The 71 persons in the troupe have also doubled as set designers and secretaries to help reduce costs. The Los Angeles puppet company makes most of its supplies. Director Betsy Brown and the seven other members of the company create puppets and props from bits of felt, colored paper, feathers, and other inexpensive materials.

Despite such problems, advocates maintain that city, county, and State governments should use CETA funds to support public arts programs. Kreidler cites three reasons in rapid fire succession:

"Perhaps the most compelling rationale is that artists need jobs and income. From our interviews for San Francisco's program and from other

A Los Angeles song and dance troupe directed by Carolyn Kearney (bottom) performs at a home for the aged.

Los Angeles photos
by Frank Terry

Monica Peterson (top) and Tenaya Torres are members of Kearney's troupe.

indicators, we got the idea that there are a lot of unemployed artists in the city.

"Second, CETA funds can be used to test and satisfy the public demand for art services. In recent years, extensive surveys in California and New York have uncovered a massive latent interest among persons of all racial and economic groups in the arts. CETA offers numerous opportunities for experimenting with services to satisfy the public demand for artistic performances, art instruction, and works of art.

"Third, CETA can be used to alleviate some of the current recessionary pressures on nonprofit arts organizations and significantly improve their chances of survival while broadening their public services. The economic plight of artistic institutions across the country is well documented. The primary cause is the high labor intensity of these institutions combined with stationary productivity. The commonly cited example of this is symphony orchestras. The rehearsal time, performance time, and number of musicians required to produce a performance of a Mozart symphony have not changed in 200 years. Thus, artistic institutions have been increasingly unable to cover operating costs through ticket sales and other direct revenues."

The artists hired through CETA also endorse public arts programs, primarily because such programs offer welcome opportunities to create art full time—for pay. Comments John Wehrle, a mural painter hired by San Francisco, "Most artists I know have to make some compromises. They have to take a minimal job that pays them enough to survive but which leaves them with no energy to practice their craft."

Or, as Monica Peterson, a member of the Los Angeles theater arts troupe, puts it, "We're working at our craft, and acting jobs are very short. It does not pay a lot of money, but you get to work with your fellow actors and actresses."

It is too early to tell whether CETA arts programs will equal the Federal Arts Program for its multifaceted list of enduring achievements. According to some observers, the Federal Arts Program transferred the center of modern painting from Paris to New York and placed the United States on an equal footing with Europe in the composition and performance of music. Through the Writers Project, authors such as Saul Bellow and Studs Terkel helped to produce the still-acclaimed "American Guidebook" series, which included comprehensive descriptions of 49 States and major American cities. And the Federal Theater of the 1930's presented some 1,200 productions, including the world premier of T. S. Eliot's "Murder in the Cathederal," and brought the spotlight of fame to Orsen Welles and other outstanding artists.

The Federal Arts Program was discontinued after the Depression, and as of now, no one knows if the renaissance of public support for the arts under CETA will continue. Title VI, under which most projects are now funded, was designed as an emergency measure to combat rapidly rising unemployment. As the Nation's economy improves and unemployment declines, these funds will decrease. Then, city, county, and State governments will have to determine whether they can or will continue their support of public art with other resources.

Whatever the future for CETA and the arts, perhaps decisionmakers will consider the philosophy expressed by Holger Cahill, a writer employed in the Federal Arts Program. He wrote:

"The resources for art in America depend upon the creative experience stored up in its art traditions, upon the knowledge and talent of its living artists and the opportunities provided for them, but most of all upon opportunities provided for the people as a whole to participate in the experience of art." □

Words & Figures

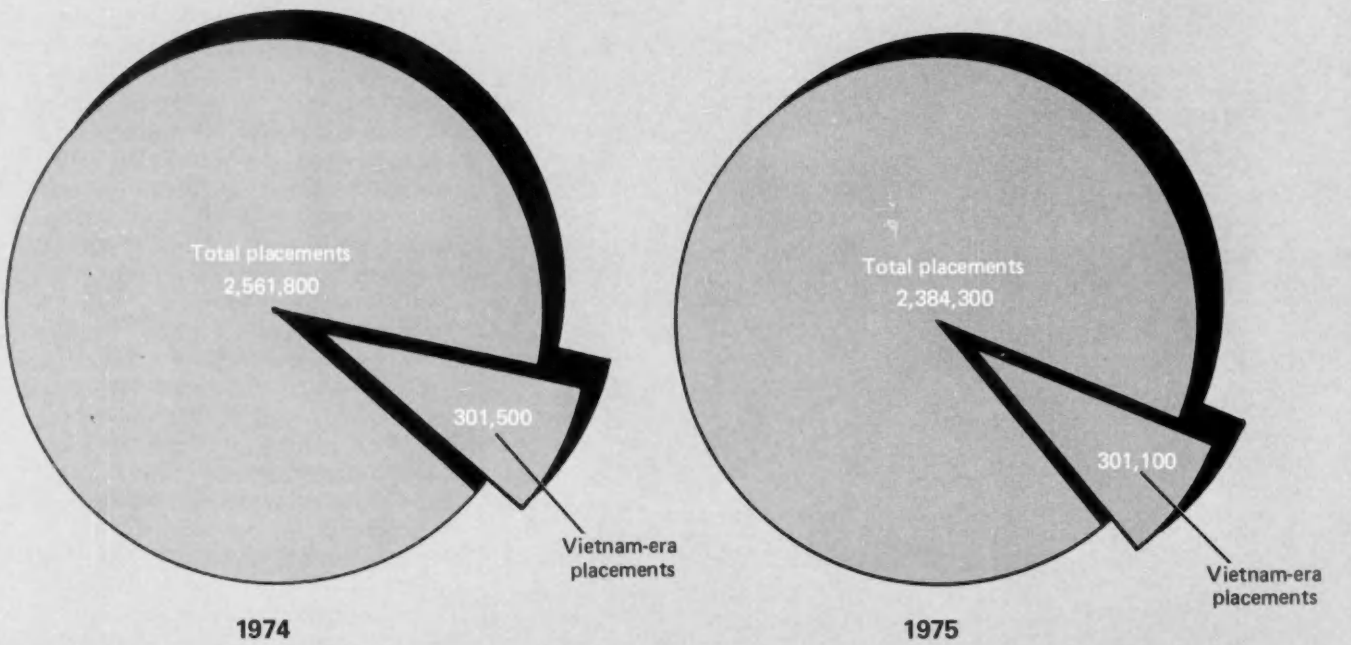
Placement of Vietnam-era Veterans in the First Three Quarters, Fiscal Year 1975

A continuing high priority of the United States Employment Service (ES) is the placement of Vietnam-era veterans. While total placements (first 3 quarters of fiscal year 1974 compared with the same period a year ago) dropped 7 percent, placements for Vietnam-era veterans have remained at about the same level. Through March 31, 1975, total placements were 2,384,300, and Vietnam-era veteran placements were 301,100. For the comparable period a year ago total placements were 2,561,800. Vietnam-era veteran placements were 301,500.

A greater degree of service to veterans is indicated when comparing placements to applications. A larger proportion of Vietnam-era veterans were placed than for the ES population in general. One reason for these results may have been increased placements of veterans as a result of job referrals. There was an increase in job referrals in 1975 to 630,800 from 606,800 in 1974, that would indicate a positive effect on placements.

The 1975 racial mixture of the placements was: white, 243,800; black, 49,400; Indian, 3,400; Oriental, 1,200; and 3,300 of all others. There were 24,900 placements with Spanish surnames. Eleven percent of the placements were under 21, and under 2 percent were over 45. There were 25,000 disabled veterans placed through March 1975. There were 68,700 economically disadvantaged veterans, and 81,650 were unemployment insurance claimants.

Jobs for Vietnam-era Veterans Remain Steady



Working Seniors Prove Their Mettle

by Steve Hulsey

"Though they need help, most of the people in this age group have an aversion to welfare as such and want to work."

Unable to make ends meet on his social security income, 85-year-old Walter English wanted to work but knew he couldn't handle a 40-hour job. But with the aid of a pilot program in Polk County, Fla., the retired brickmason is now earning $2,400 a year as a part-time night guard for the city of Lakeland's Public Works Department. At the same time, he is helping to relieve the city of a serious personnel shortage.

English is the oldest of nearly 200 senior citizens aged 55 to 85 participating in the Seniors at Work (SAW) program, funded by a Comprehensive Employment and Training Act (CETA) title I grant by the Manpower Administration (MA) to the Polk County Board of County Commissioners. SAW enables retirees whose only support is social security to supplement their incomes by up to $2,400 annually by placing them in part-time positions in governmental offices, or in public or charitable organizations.

Originally funded in December 1974 with a $500,000 grant, SAW got underway in January 1975 under the direction of Harold G. Anderson and a staff consisting only of a receptionist, a secretary/bookkeeper, and three job developers. By placing notices in community newspapers, contacting community and church groups, working through the Florida State Employment Service, and other means, SAW placed its original allotment of 150 senior citizens by the end of February.

But since the program already was proving to be so successful that more than 250 requests for additional workers were pending from interested agencies, MA and Polk County allotted an extra 45 job slots, which were filled in less than a month. SAW, now directed by Florence McElvey, is maintaining its excellent record.

"The basic premise of the program is to assist an age group which has been more or less overlooked or ignored in the process of assistance programs," says Marvin Brice, county director of Social Service and Rehabilitation. "Though they need help, most of the people in this age group have an aversion to welfare as such and want to work."

SAW is designed to provide public service employment for those unable to work a 40-hour week or those who would lose social security benefits if they worked a full-time job. Requirements for obtaining a job through SAW are simple: Applicants must be 55 years of age or over, residents of Polk County, of limited income, and physically and mentally able to perform the particular jobs for which they are being considered; and they must have been unemployed for 30 days.

Job developers are responsible for contacting public agencies to determine their needs for workers and the physical and mental requirements for each position. They then match applicants with agencies, place the applicants, and maintain continuous contact with them and the agencies to spot and correct any problems that might arise. The agencies supervise the SAW workers and submit periodic evaluations, but all other functions, including paying workers, are handled by SAW.

Before any worker is placed with an agency, he or she undergoes a rigid

Steve Hulsey is a freelance writer.

Working Seniors

physical examination by a SAW-appointed physician to determine the ability to perform the duties described by the agency. The medical examination is extremely important because of the ages of those involved.

"The doctor has the final decision on whether a person is physically able to perform certain described duties," says Brice. "A recurring problem in these examinations is that many elderly applicants have high blood pressure. Some of them are unaware of it, while others say they cannot afford medicine to treat it. Often we have made arrangements for applicants to get proper medicine to control their high blood pressure, then have placed them in jobs."

SAW workers are not placed in makework situations, however—they perform tasks for agencies which have definite needs but no funds to hire additional personnel.

Frank Rorrick, office manager of Lakeland's Streets and Refuse Division, says, "If we hadn't hired Walter English and two other SAW workers as night watchmen, we would have been forced to change someone's job, somebody would have had to work extra hours, or we would have had to shut down earlier. Before we hired the SAW people, we were on an emergency status with the local police to help us keep an eye on our equipment and facilities."

More than 50 governmental bodies, charitable organizations, and other agencies have SAW workers on their staffs (SAW cannot place workers in private enterprise). The position the senior citizen fills must be in addition to, not in place of, a full-time position. If the agency has funds to hire a full-time worker for the position, SAW cannot place a worker there. This prevents SAW from unwittingly taking a full-time job away.

Protecting Benefits

At the same time, the SAW worker cannot be paid less than the minimum wage or less than the job would normally pay a full-time worker on an hourly basis. But to protect social security benefits, the SAW worker cannot be paid more than $5 an hour, work more than 20 hours a week, or make more than $200 a month.

Because of the age group involved, according to Brice, SAW officials originally feared they would be faced with the difficult task of finding jobs for a number of custodians but were amazed at the variety of job skills displayed by senior citizens who wanted to work.

The agencies participating in SAW are utilizing 67 women and 128 men in such positions as microrecords readers at hospitals; counselors and court aides with the Florida Parole and Probation Commission; assistants to speech therapists; jailers; painters; secretaries and receptionists; accountants; and many others. Many of the SAW workers use the same skills they used during their working years before retirement, while others just utilize their desire to work.

At the Central Florida Speech and Hearing Center, there are three SAW workers—two assistants to speech therapists and 61-year-old Laura Taylor, a clerical worker.

"When you reach a certain age," says Mrs. Taylor, "people take an application and forget you, but SAW makes you feel worthwhile and like a human being."

Without the SAW workers, says Cen-

"SAW workers are not placed in makework situations . . . they perform tasks for agencies which have definite needs but no funds to hire additional personnel."

"SAW has helped me out a whole lot. It's especially good for someone not able to do manual labor. It makes me feel useful to myself as well as to my community."

ter Executive Director John Seamens, the agency would be forced to reduce some of its services. He estimates that the workers allow the center to help 150 additional people each week.

According to SAW's three job developers—McElvey, Al Baum, and Carl Burgess—transportation is the major problem faced by the program's senior citizens. For workers like Josh Crosby and Edith Kenney, however, even this problem can be overcome.

Josh Crosby, 74, retired from farming at his doctor's orders. He is not eligible for social security benefits, and until he became a SAW participant, he and his wife subsisted on her benefits and on wages he earned from brief stints as a groundskeeper and guard. Now, he is a crossing guard at an elementary school only 2 blocks from his home. During school months, he works 15 hours a week for $3 an hour, freeing school teachers to devote more time to other duties.

"SAW has helped me out a whole lot," says Crosby. "It's especially good for someone not able to do manual labor. It makes me feel useful to myself as well as to my community."

Edith Kenney, a former credit manager for a department store, had extensive experience in telephone work. She served a brief SAW stint with a local police department and now takes emergency calls in her home on weekends for the Winter Haven chapter of the American Red Cross. The chapter is thus relieved of having someone on duty 24 hours a day on weekends.

One of the best examples of the fulfillment of SAW's philosophy was in the placement of a seamstress at Polk County Hospital shortly after the program was established. Among the first applicants was a woman who had been a housekeeper her entire life. Since she had no outside work experience, placing her in a job promised to be a difficult undertaking. The woman could sew, though, and the hospital's Social Service Department was in need of someone to run a clothes room.

The hospital maintains a collection of donated clothes for people who lose their possessions in fires or who, for any number of other reasons, need clothes. But since no one had time to sort the donated clothes, they were merely dumped into piles in a room, and anyone needing clothes had to sort through the piles, a process sometimes requiring several hours.

When the hospital put SAW's candidate to work, she came through famously. She mended, pressed, sized, and hung up the clothes, and brought order out of chaos. Now, anyone needing clothes from the Social Services Department can immediately and conveniently find and select the proper sizes. The success of the arrangement encouraged the hospital to paint the room and make other improvements to it.

Neighbors Join In

Counties neighboring Polk County are establishing similar programs for senior citizens, and Polk itself is looking ahead to expanding the program if funds are granted at the end of this year. But the county's program has already given many senior citizens the opportunity to supplement their fixed incomes and at the same time to prove that they can still make positive contributions to their communities. □

Specialist in Life and Breath

by Sharyn Duffin

Respiratory Therapists Meet Manpower Needs Created by the Latest Medical Technology

In the emergency room of a large city hospital, an asphyxiated fireman is administered oxygen while a blood-gas analysis is performed to determine the precise levels of carbon monoxide and oxygen in his system. . . .

. . . In the next room, a chronic emphysema victim suffering the effects of air pollution gets relief from an intermittent positive pressure breathing machine. . . .

. . . On the surgical floor, a patient who is a heavy smoker and who faces major abdominal surgery is learning to use an incentive spirometer to insure regular and deep breathing following his surgery to help prevent possible lung collapse. . . .

. . . In the pediatric ward, mist from an ultrasonic nebulizer aids a young patient suffering from croup. . . .

. . . In the intensive care unit, a patient has stopped breathing. Procedures to assist him with ventilation fail. The "Code Blue" is flashed and, until the cardiac arrest team arrives, he receives mouth-to-mouth resuscitation and external cardiac massage.

In each of these cases, the treatment is being administered by a respiratory therapist—a member of a growing breed of paraprofessionals created by modern advances in medical technology.

Respiratory therapist may not sound like the sort of job which will start a race to the nearest Job Corps Center to sign up for the next training course, but there is an increasing need for specialists capable of performing the services of a qualified respiratory therapist.

For example, it is the respiratory therapist, operating sophisticated equipment only recently developed, who frequently provides the breath of life to human beings in circumstances which are often as dramatic as those in the television series Medical Center are melodramatic. Inconspicuous on the health scene until recently, the respiratory therapist hasn't become the star of a television series, and may never be so depicted, but Hawkeye and company would have welcomed an inhalation therapist at Mobile Army Surgical Hospital (M.A.S.H.).

A survey made by Cleveland Metropolitan General Hospital shows that one-quarter of the number of patients in hospitals require and receive the services of the respiratory therapist, yet few persons outside the health care manpower delivery system have ever heard of one.

The job combines the excitement of an

About the Author

Sharyn Duffin is a freelance writer who brings a special set of qualifications to any project she undertakes. She is blind and confined to a wheelchair. Ten years ago, as a student with an exemplary academic record in high school and a full college scholarship, she looked forward to a certain future as a leader among black women. Her illness and blindness have not halted that expectation. In spite of her physical handicaps, Ms. Duffin graduated cum laude from Montgomery College in Maryland and continued her education at Antioch College, earning the B.A. degree in just 3 years.

In addition to freelancing as a writer, Ms. Duffin is presently a part-time assistant editor for *Happenings*, the Job Corps national newspaper. She lives in Rockville, Md.

Life and Breath

emergency operation which saves a life, with the satisfaction of a hospital bedside vigil which staves off death. The respiratory therapist's job, when properly performed, will make a precise worker proud. The respiratory therapist, who until 2 years ago was called an inhalation therapist, is described in the U.S. Department of Labor's *Occupational Outlook Handbook*, 1974-75, as a specialist who treats patients with respiratory problems.

Duties, the handbook says, range from giving temporary relief to persons with chronic asthma, pulmonary edema, or emphysema to giving emergency care in cases of asphyxiation, heart failure, stroke, drowning, or shock, and administering therapy prescribed by a physician.

Respiratory therapists are among the first medical specialists called for emergency treatment of acute cardio-respiratory conditions, head injuries, and drug poisoning. The short span of time during which a person can cease to breathe—3 to 5 minutes before brain damage occurs—emphasizes the therapist's highly responsible role. In some hospitals, the therapist is a member of the cardiac arrest team and, if the first to arrive on the scene, starts the cardio-pulmonary massage.

Like many other paraprofessional medical specialties, respiratory therapy is a technically complex, highly responsible field. However, it is open to men and women without advanced education—a high school diploma or its equivalent is all that is required to enter training.

One promising avenue into the field is the Job Corps, which offers vocational training to 16-to-21-year-old disadvantaged youth, and provides respiratory therapy training at four of its centers: Cleveland, Ohio; Blue Ridge, Marion, Va.; Keystone, Drums, Pa.; and Guthrie, Okla.

Respiratory therapy trainees are attracted to the field for many different reasons. Cleveland Job Corpswoman Pauletta Massey, for instance, was attracted by the variety of the work.

"You see many kinds of patients in every part of the hospital—there's nothing routine about it," she says. Unlike other specialities that developed primarily from technology, respiration therapy is directly involved with the physician and the patient.

"You really get to know your patients," says Massey.

According to Ruth Morrison, training coordinator for the Pulmonary Disease Department of Cleveland Metropolitan General Hospital, doctors often ask therapists for technical advice.

"The physician has so many things going," she says, "that although the physician is responsible for the care of the patient, he depends on the therapist for the expertise necessary to deliver respiratory care to the patient.

"The physician may turn to the therapist and say, 'Well, what do you think about this problem?' and the therapist

comes up with a recommendation. It requires a very specially trained person to be able to make this observation and this assessment for a physician."

Although formal educational requirements are minimal, standards for acceptance into training are high. A therapist must be able to pay attention to detail, follow instructions, and work as part of a team. During treatment, therapists monitor the functioning of equipment to insure that specified orders are maintained. Accuracy is essential in regulating medication and equipment precisely to prescription orders. Applicants must demonstrate these capabilities.

A calm temperament and an ability to communicate are essential, since the respiratory therapist must explain detailed treatments and complicated equipment to patients, many of whom are under stress. Dexterity and mechanical ability are also needed, as therapists must learn to set up and operate such items of equipment as respirators, masks, incubators, and positive pressure breathing machines. Therapists are also responsible for maintaining the equipment in the hospital, keeping it sterile, and seeing that supplies are adequately stocked and properly stored.

Ms. Morrison is typical of many training coordinators who had to set up their training programs "from scratch." As she describes it, "It took nearly 2 years to set up the program, to write the course content, and to determine the exact clinical application of each subject." Then the program had to be approved by Cleveland Metropolitan General Hospital, Cuyahoga Community College, and the American Association of Respiratory Therapists. She adds,

Life and Breath

"Now, curriculums are shared, ideas are exchanged, and programs are updated at national meetings of respiratory therapy educators."

Five years ago, the specialty of inhalation therapy, as it was called at that time, was almost unknown in most hospitals. When doctors first recognized the therapeutic effects of oxygen, it was administered by nurses and anesthetists using only oxygen tanks and masks. However, as treatment of respiratory ailments and postoperative care have become more technical and complex, so has the machinery used to convey the treatment. The field now requires training in the technology of administering gases and aerosols, humidification, gas analysis, blood-gas equipment and respirators, ventilator support, lung physiotherapy, and pulmonary function testing.

Increase in Careers

Statistics reported in *The Supply of Health Manpower*, 1970, respiratory therapy as one of the most rapidly growing new health career fields. By 1972, there were 17,000 therapists and technicians, an increase of 35 percent over 1970. About one-half were women. Between 1960 and 1970, the supply of health professionals rose only 30 percent. Continued growth in employment is expected to result from new uses for this therapy, increased acceptance of its use via the national certification program, and the expansion of health services in general. Many specialists will also be hired to release nurses and other personnel now performing this work to their primary duties. Other openings will arise from the need to replace those who leave the field.

Growth in medical paraprofessional employment is also related to increasing demands by Americans for health services. In recent years, health care has been extended to larger and larger numbers of people through Medicare, Medicaid, and employer-employee health plans. To help meet new demands for health services, hospitals and other employers increasingly relied on paraprofessional personnel. The ability of paraprofessionals to perform tasks that were previously the functions of highly trained professionals is no longer in question, as evidenced by an 80-percent growth in the allied health work force during the 1960's.

Yet other reasons for the mushrooming demand for paraprofessionals are the scientific and technological discoveries in areas of aerospace, nuclear medicine, and physics which led to related advances in medical technology.

The number of approved training programs in respiratory, or inhalation, therapy has increased dramatically from a mere 11 in 1964 to 277 in 1975. The American Medical Association and the National Board for Respiratory Therapy (NBRT) conduct national certification and registry examinations.

At one time, a therapist could become registered after only 1 year of training. Today, trainees can choose either a 1- or 2-year program, with employment virtually assured at the end of either program. Those who complete a 1-year course can become certified respiratory technicians by passing the written examination approved by the NBRT. Those who complete a 2-year program, which usually culminates in an Associate of Science degree, become registered therapists upon passing both oral and written examinations. Salaries range from $8,600 to $17,000 a year.

The examinations are difficult. Only 50 percent pass the written test the first time, and only 30 percent the oral test.

Respiratory therapists and technicians perform essentially the same duties; however, the therapist is expected to have a higher level of expertise. Opportunities for advancement are also greater for the registered therapist, and an increasing number of employers recognize registration as professional acknowledgment of a therapist's qualifications. A registered therapist can practice anywhere in the country.

It's Gratifying Work

According to Cynthia Godwin, a registered therapist at Washington Adventist Hospital with nearly 5 years' experience in the field, "The tests we give are very important. You can't always tell a patient's condition from a clinical examination. For example, a drowning victim may look fine when he comes to the emergency room, but then may deteriorate rapidly. The blood-gas analysis is especially important in oxygen therapy and is crucial to an emphysema patient. We draw blood from an arterial puncture, run the sample, and submit the results. Physicians who have worked with us trust our results and our suggestions. In a case where postoperative breathing problems are anticipated, we not only work to clear the patient's lungs before surgery, but give him instruction in using the instruments that will help him afterward."

Training includes clinical experience in a hospital and college classes in human anatomy and physiology, chemistry, physics, microbiology, and mathematics. The clinical experience deals with patient care, hospital procedures, and maintenance and operation of equipment.

The net result is a needed skill—and the gratification of having served.

Says respiratory therapy trainee Sandra Jenkins, "It gives you a good feeling to know that you can really help the patient—and you can see that you are helping." □

Drafting trainee Maurice Medina, who says he is "one of the lucky ones," is optimistic about his opportunity for success.

Up to the Drawing Board

by Barbara J. Anderson

San Francisco Group Helps Minorities to Get into—and to Get Ahead in—Engineering and Architecture

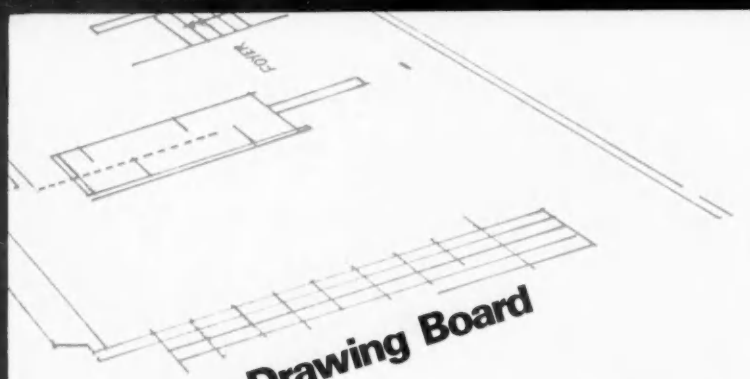
How can minorities be attracted to careers in architecture and engineering?

It isn't an easy task. A recent study by Union Carbide's university relations department revealed "fewer than 2 percent of the 48,000 engineers needed this year will come from the black community. By and large the fear of math and science has played a major role in keeping blacks out of the profession." This is compounded by an absence of role models in the black community.

The Bay Area Engineering Societies' Committee for Manpower Training, Inc. (ESCMT), a San Francisco group concerned with this problem, conducted interviews with graduates of its on-the-job training (OJT) program for architectural/engineering drafters and found that these attitudes are beginning to change.

C. Douglas Barker, executive director of ESCMT, proudly points out, "OJT was financed until June of this year by the U.S. Department of Labor, and the program enjoys the distinction of being the first drafting OJT program in the

Barbara J. Anderson is an administrative assistant to the director of the Bay Area Engineering Societies' Committee for Manpower Training, Inc.



Drawing Board

Brenda Demas discarded the suggestion that she become an art teacher and set her sights on a career in architecture/engineering.

country funded by revenue-sharing monies.

"We administer the ESCMT program as a manpower development effort for training individuals at entry-level drafting positions which, along with additional formal education, should lead to careers within the profession."

In the 7 years of its existence, ESCMT has trained more than 175 architectural/engineering drafters, the majority of whom are still presently employed with their training firms throughout the San Francisco Bay area.

Barker feels that the strength of ESCMT's program is that it seeks to train, motivate, and help minorities and women get started in careers—not just to furnish jobs. "We take the position that we cannot justify leading people down a one-way street. ESCMT has a responsibility to get individuals into a field where there are abundant opportunities for upward mobility," he emphasizes.

Brenda Demus is an example of the growing number of young minority and women students who are pursuing architecture/engineering careers.

It all started for Brenda when she was a junior high school art student and revealed her aspirations to be an architect. Brenda recalls "teachers and other adult authorities thought I was crazy. Since I was black, they said my only outlet was to become an art teacher . . . teaching just isn't my bag."

Maurice Medina, an OJT graduate of Filipino descent, was optimistic about his chances for success, despite the small number of Filipinos in architecture/engineering in the United States. Medina says he is "one of the lucky ones."

Medina dislikes what he views as a lack of enthusiasm surrounding the problem of getting minorities into professional jobs. "I know there are probably a lot of minorities who don't even dream of getting into the field because they don't think they can succeed," he says.

Andre Arnold, a black graduate who now heads ESCMT's alumni association (an organization formed by OJT graduates) believes that role models are essential. Arnold credits the vast amount of architecture literature housed in his local library for keeping his long-time interest in the field alive. Nonetheless, he bemoans the lack of support from his local school. "I wanted to go into a technical field like architecture/engineering for as long as I can remember. But when I was in school I was constantly sidetracked by teachers who tried to steer me into things like graphics or printing, everything but what I wanted," he declares.

Arnold continues, "They told me that being black I could not ever hope to earn a living in the profession." He wouldn't be told that today.

The ESCMT was formed in 1968 by a group of professional engineers. The organization is attempting to bring minorities and women into architecture/engineering on two levels: through an OJT program for drafters; and through various other programs designed to encourage minorities to seek formal educational training in technical fields.

Sponsoring societies were the Ameri-

Andre Arnold, a graduate trainee, and ESCMT administrative assistant Barbara J. Anderson feel that there are abundant opportunities for minorities and women to get into architecture and engineering fields.

can Society of Civil Engineers (San Francisco section) and the Structural Engineers Association of Northern California. They were later joined by the Consulting Engineers Association of California, the California Society of Professional Engineers, and the American Society of Heating, Refrigerating, and Air-Conditioning Engineers. The four most recent additions to the growing list of sponsoring societies are the Northern California Council of Black Professional Engineers, the Northern California and the East Bay Chapters of the American Institute of Architects, the Organization of Women Architects, and the ESCMT Alumni Association. (Sponsors give financial support to ESCMT to help with operational costs.)

The founders of ESCMT viewed OJT as being the most immediate solution to the shortage of minority manpower. Graduates of the program seem to agree with the founders and consistently place OJT at the top of their list of priorities. However, unlike some OJT programs ESCMT does not appear to be an end in itself.

Brenda Demus plans to enroll in college this fall as a result of her training. "The program," Demus says, "has given me a sense of confidence and skills that previously I was neither emotionally or academically prepared to receive from a college or university."

Andre Arnold expresses enthusiasm about how the program weds the practicality of the workshop with the learning experience. He says, "My training in the program gave me exposure in the field which I could not have gotten in a classroom."

The ESCMT program provides work experience in entry-level drafting positions for minorities and women. The program is 42 weeks long and currently graduates an average of 45 trainees each year. Trainees spend approximately 32 hours each week working with architects and engineers and another 8 hours in such classes as drafting and math (in San Francisco at the University of California Extension's Community Design Center).

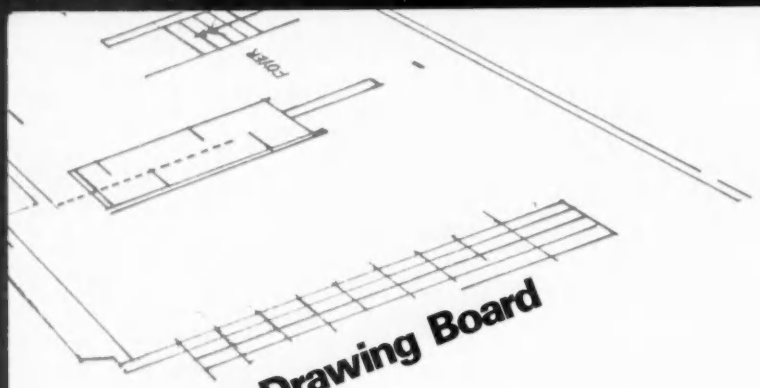
Sharing the Revenue

During the training period, each trainee receives $3 per hour. Salaries are paid by employers but half is reimbursed by ESCMT to cover time spent supervising the trainee. Nonproductive time—class time up to 200 hours and technical and special counseling up to 78 hours—is reimbursed 100 percent to the employer by ESCMT. The program is now funded by revenue sharing monies from the San Francisco Mayor's Manpower Office under a $210,000 CETA grant.

At the end of the training program ESCMT provides free placement services for trainees who are not retained by their employers should the employer's business decline or fail.

The year 1974 marked the development of four new programs at ESCMT:

- As an extension of OJT, a job upgrading program was developed for graduates to increase the trainees' proficiency in specific drafting skills. The program is one of the first of its kind in



Drawing Board

C. Douglas Barker, executive director of ESCMT, says: "Our aim is to raise the trainees' expectations by our expectations . . ."

California and ESCMT's goal is to upgrade at least 15 trainees annually.

- Recognizing the need to have minorities and women at all levels in the profession. ESCMT designed a Professional Education Program to encourage minorities from the high school campus through the 4-year university to enter the field. The development of that program which includes recruiting students through career conferences on campuses is now being assisted by a $5,000 grant from the American Society of Civil Engineers, San Francisco section.
- In conjunction with the Professional Education Program, an ongoing scholarship program has been developed to provide financial assistance to OJT graduates who are continuing their formal education at local universities and colleges. The scholarship program is totally supported by contributions from past and present OJT employers.
- An affirmative action information service was put together mainly to provide technical assistance to employers in meeting governmental affirmative action requirements. Recently ESCMT has deemphasized this service, since its records and research strongly indicate that architectural and engineering firms have found such a high degree of success through participation in other ESCMT activities that they are now willing to go beyond the required affirmative action guidelines.

Despite the somewhat overwhelming array of programs conducted by ESCMT, the program's administrative activities are carried out by a small staff—three full-time and two part-time employees headed by C. Douglas Barker, who assumed directorship in August 1973.

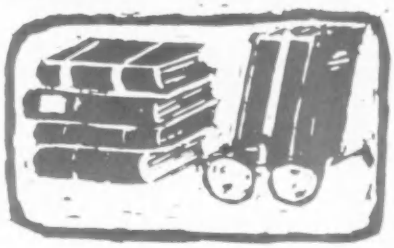
Before coming to ESCMT, Mr. Barker held numerous positions at the College of San Mateo, and was a consultant for Educational Testing Service in Berkeley in addition to having served as the president of Nairobi College in East Palo Alto.

Professionals at the Top

Barker and his staff work under the guidance of a 16-member voluntary board of directors, led by Steve Wintner, of Gensler Associates, a San Francisco architectural firm, president of the ESCMT board, and Peter E. Bank, of Rutherford & Chekene, a San Francisco structural engineering firm, who is vice president of the ESCMT board. "OJT is probably the oldest form of education in the world," Barker says. He feels the method by which ESCMT conducts its OJT programs has not only proved successful, but is unique in terms of its relationship to the trainees. He states, "Our aim is to raise the trainees' expectations by our expectations and the demands placed upon them."

Barker concludes, "ESCMT is a living, functioning example of the self-fulfilling prophesy. That is to say, if you strongly believe someone can learn a skill, that person stands a very good chance of believing that same thing, consequently mastering that skill." □

Book Reviews



From MDTA to CETA

The Quest for a Federal Manpower Partnership

by Sar A. Levitan and Joyce K. Zickler

Harvard University Press, Cambridge, Mass., 1974. 131 pages. $6.50.

This book traces the history of the planning and administration of manpower programs and policies from the passage of the Manpower Development and Training Act (MDTA) in 1962 to the enactment of the Comprehensive Employment and Training Act (CETA) in 1973. From their concise history of the development of the Nation's manpower system, Levitan and Zickler draw inferences regarding the prospects for program decentralization and decategorization under CETA. Among other sources, the authors rely heavily on six case studies sponsored by the National League of Cities' Urban Observatory—in Albuquerque, Boston, Cleveland, the District of Columbia, Milwaukee, and San Diego.

The authors caution against expecting quick and dramatic changes from CETA. Because many areas lack experienced manpower planners and administrators, warn Levitan and Zickler, "More time and resources will be needed for many jurisdictions to develop their manpower establishments, and it is unrealistic to anticipate overnight improvements resulting from the changes of the manpower guard."

The authors also consider it unlikely that "the new sponsors will test radically new solutions to their manpower problems." Interestingly, a six-State assessment of CETA's first 6 months of operation has already confirmed these observations. The study, presented by Peter Kobrak and E. Earl Wright at the December 1974 meeting of the Industrial Relations Research Association, concluded that one of the chief difficulties with CETA "has been the extremely slow pace in the development of plans and in their subsequent implementation by prime sponsors." Kobrak and Wright also commented that "few program innovations are being implemented during the first year of CETA."

Some readers may disagree with Levitan and Zickler about the degree of equity that has characterized the administration of public service employment under CETA. Levitan and Zickler categorically grant the States and localities high grades for equity, arguing that the results of the Emergency Employment Act suggest that "States and localities can distribute funds as equitably as the Federal Government." Kobrak and Wright, on the other hand, noted that many localities are paying little heed to the CETA suggestion that public service employment workers be hired on an "equitable basis."

The book's final few pages focus on several unresolved issues, including the question of which Federal agency should be paramount in the manpower field. The authors point out that under CETA, the consolidation of antipoverty manpower programs in the Labor Department is still "far from complete." Thus, the Labor Department maintains a partnership with the Department of Health, Education, and Welfare in the administration of the Work Incentive Program (as Levitan might say, work and welfare go together), and the Veterans Administration funds training programs for veterans. Finally, Levitan and Zickler remind us that, whatever the merits of CETA's goals, the success of future manpower efforts will depend largely on the overall demand for labor. This reminder is especially appropriate at a time when Government economists are telling us that the lack of work is here to stay, alas.

Although the concluding chapter, "The Outlook for the Manpower System," may be of only temporary interest, the rest of this book will remain a handy source of information on the evolution of manpower policy from MDTA to CETA. In a field which is not known for its lively writing, the book is noteworthy for its use of dramatic metaphors.

Edward Steinberg

Building Womanpower

Trade Union Women—A Study of Their Participation in New York City Locals

by Barbara M. Wertheimer and Anne H. Nelson

Praeger Publishers, New York, 1975. 178 pages. $15.

Attempting to expose the barriers which cause the comparative shortage of women in labor union leadership positions, Barbara Wertheimer and Anne Nelson have produced an in-depth account of the circumstances which have brought about this deficiency in seven New York City locals. Though their book suffers somewhat from an over-emphasis on statistical tabulations, the authors provide a well-documented and thorough review of the varying explanations for the low level of women's participation in high-level union affairs.

Although women make up over 25 percent of union membership in the locals surveyed, they are conspicuously underrepresented in union-wide leadership positions such as president, vice president, and business agent. This study clearly demonstrates that while women are by no means disinterested or inactive in unions, their participation is most frequently manifested in more passive roles such as attending meetings of locals and serving on (though not chairing) committees. The women interviewed cited three major reasons for their absence from high-level posts: the burden of home responsibilities, lack of personal confidence, and unfamiliarity with union organization and procedures.

Women are not absent from policymaking roles because of a lack of interest. In fact, the women interviewed expressed as much enthusiasm for their unions as did the men. The vast majority of women would like to see more of their sex running for office. Statistics show that this wish has been realized to the greatest extent in unions where women are most prevalent. The point seems to be that while home responsibilities and fear of attending night meetings do serve as deterrents to active participation, the fundamental factors limiting women's representation in policymaking roles are not externally imposed but rather are generated by women's self-image, lack of confidence, need for education, and unwillingness to run for office. Interestingly, men in nonleadership positions voiced similar concerns in their answers.

As the authors themselves admit, their findings may not have universal application. Outside of New York's harried urban environment, the conditions may vary substantially. Moreover, several unsubtantiated generalizations weaken the authors' presentation. For example, "in 1955 women earned $63.90 for every $100 earned by men" (page 6). Were the men and women in comparable jobs? Did they have comparable education and experience? Also, the reader's interest often wanders due to the overemphasis on statistics and tabulations. More analysis and explanation of the figures would have been welcome.

The study itself, as far as it goes, is generally thorough and exacting. However, other areas remain to be explored. As the authors themselves recognize, the effect of family attitudes on women's union participation is undeniably an important factor, as are numerous other concerns. Within this limited approach, Barbara Wertheimer and Anne Nelson have elicited some valuable explanations and insights into the growing impact of women on the power structure of the American labor movement.

Virginia B. Landry

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Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Inquiries and Publications Unit, Manpower Administration, U.S. Department of Labor, Room 10225, 601 D Street, NW., Washington, D.C. 20213. Requests for copies of other free publications listed should be sent directly to the source indicated at the following addresses: Bureau of Labor Statistics, U.S. Department of Labor, Room 1512, General Accounting Office Building, Washington, D.C. 20212; President's Committee on Employment of the Handicapped, U.S. Department of Labor, Room 660, Vanguard Building, Washington, D.C. 20210. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, or the specified address given, and enclose payment.

If Imports Cost You Your Job . . . Apply for Worker Adjustment Assistance

Manpower Administration 12-page pamphlet, illustrated with line drawings, tells workers who are laid off or put on short workweeks because their companies are losing out to foreign competition about the benefits available to them under the Worker Adjustment Assistance Program, authorized by the Trade Act of 1974. It gives specific details about these benefits, which include trade readjustment allowances, payments for training expenses, and job search and relocation allowances. Information should be of value not only to workers whose jobs may be affected by imports but also to union officials and other employee representatives, local public officials and business leaders, and those concerned with the unemployment compensation field.

The Impact of Unemployment on Handicapped People, March 1975

This report by the President's Committee on Employment of the Handicapped gives an impressionistic look at the impact of rising unemployment on disabled men and women. Includes a survey of 12 States and two major cities—Detroit and Los Angeles. Recommends needed actions which would improve opportunities for disabled people in the job market.

Unemployment Among Household Heads: Employment in Perspective

Bureau of Labor Statistics report uses newly developed seasonally adjusted series on unemployment levels and rates for household heads, by sex, and by whether they are living with relatives. Presents data in text and tabular form. Specify BLS Report 443.

Upgrading—Problems and Potentialities: The R&D Experience

Recounts the experience of contractors with the Manpower Administration in providing upgrading services through research and demonstration projects in the public and private sector. Summarizes significant findings stemming from these experimental efforts and highlights multiplicity of approaches used to upgrade workers in many different employment settings. A number of unresolved problems and possible directions for future research are also examined. Should be helpful as a guide to State and local manpower program sponsors, and employers and consultants in the private sector. Specify Manpower R&D Monograph 40. $1.20.

Industry Wage Surveys

Summaries of results of Bureau of Labor Statistics surveys of wages and supplementary benefits in specific industries.

- Nursing Homes and Related Facilities, May 1973. Specify BLS Bulletin 1855. $1.10.
- Machinery Manufacturing, February 1973. Specify BLS Bulletin 1859. $1.75.
- Industry Wage Survey: Electric and Gas Utilities, November 1972. Specify BLS Bulletin 1834. $1.55.
- Contract Construction, September 1972. Specify BLS Bulletin 1853. $2.65.
- Fluid Milk, October-November 1973. Specify BLS Bulletin 1871. $1.05.

Right to Read Assessment and Planning Handbook

This Office of Education document is for use by those committed to analyzing the status of a local reading program and systematically seeking and developing solutions. It is a comprehensive approach to modifying existing practices and processes. $2.35.

Factbook for Estimating the Manpower Needs of Federal Programs

A Bureau of Labor Statistics study dealing with one of the more important areas of Federal manpower impact—the requirements for manpower that are created by Federal expenditures. It is intended to provide agency administrators with a means of estimating the public and private employment requirements of a program, based upon the program's outlays. Specify BLS Bulletin 1832. $1.40.

Major Programs 1975: Bureau of Labor Statistics

Presents in highly concentrated form the scope of the Bureau of Labor Statistics' principal programs. Selected major characteristics of more than 40 programs are grouped into related subject-matter areas. Frequency of data presentation, the main publications in which they appear, and some of the principal uses of the data are shown. A brief narrative accompanies each major subject-matter grouping. Specify BLS Report 441.

Projections of Educational Statistics to 1983–84

Publication of U.S. Department of Health, Education, and Welfare provides 10-year (1974–75 to 1983–84) projections of statistics for elementary and secondary schools and institutions of higher education. Statistics include enrollments, graduates, teachers, and expenditures. $2.50.

The Job Ahead: Manpower Policies in the South

This booklet, published by the Southern Regional Council, is concerned with manpower policy and programs as a part of human resource development in the South. Available from Southern Regional Council, 52 Fairlie St. NW., Atlanta, Ga. 30303. $1.00.

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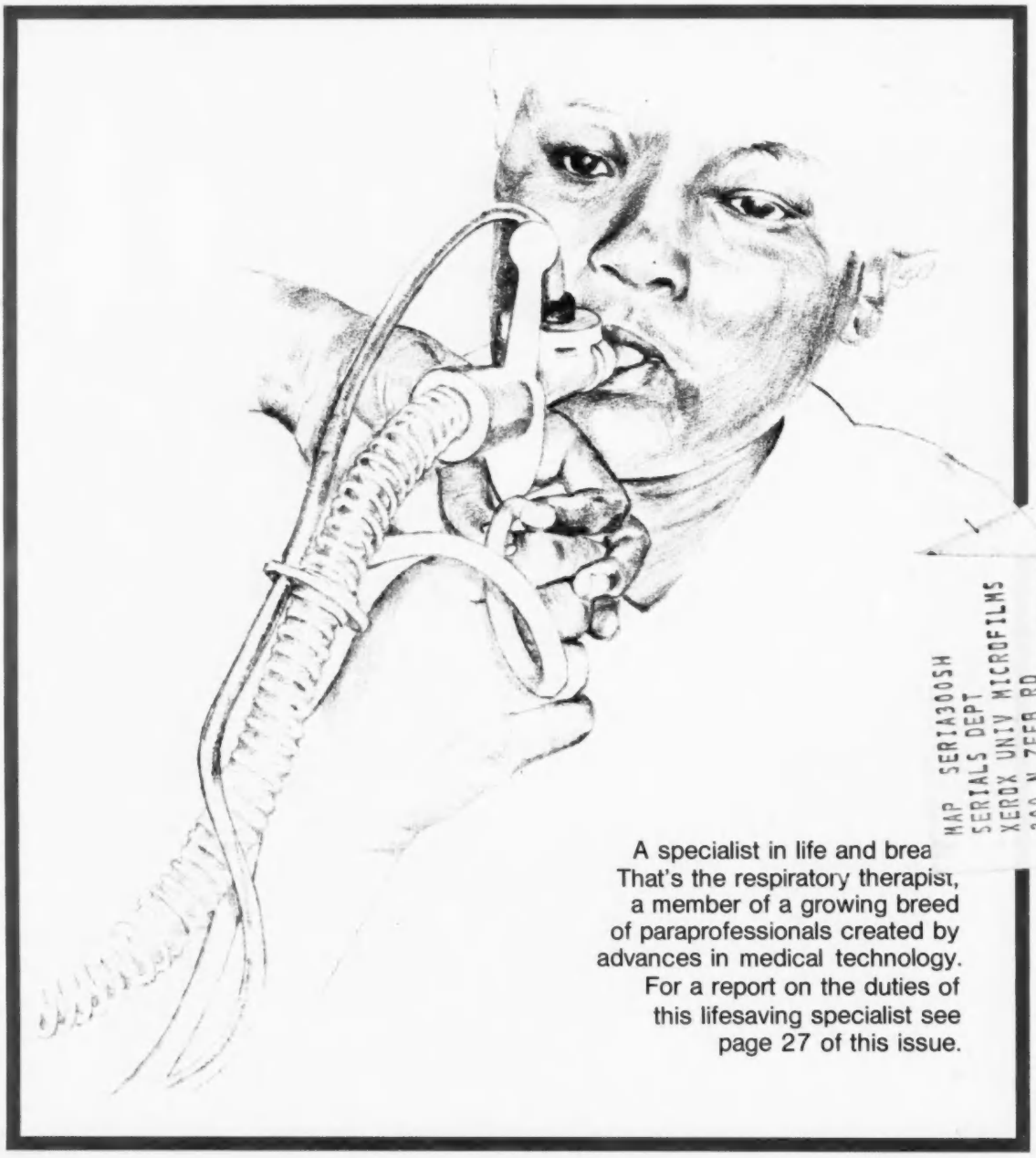

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